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United Nations System-Wide Action Plan on Drug Abuse Control

Report of the Secretary-General

SUMMARY

The proposal to prepare a system-wide action plan on drug abuse control was endorsed by the joint meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination (CPC/ACC) in October 1989.

In resolution 44/141 the General Assembly requested the Secretary-General to co-ordinate the development of such a system-wide plan, to be presented by ACC to all Member States no later than 31 March 1990.

Its purpose is to strengthen international co-operation and the United Nations response in an area where the Organization has a unique leading role. Its aim is the full implementation of all existing drug abuse control mandates of every entity of the United Nations system and of subsequent decisions of intergovernmental bodies throughout the United Nations system. Concrete activities that each agency should undertake are identified, outlining a reasonable time-frame for implementation of the Plan, as well as a realistic assessment of the resources currently available and of the additional resources required for that purpose.

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 25	6
Part One. Operational activities		
I. UNITED NATIONS FUND FOR DRUG ABUSE CONTROL	26 - 36	13
II. UNITED NATIONS DEVELOPMENT PROGRAMME	37 - 38	18
III. INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT	39 - 40	18
Part Two. Role of the substantive drugs control units of the Secretariat, of other United Nations entities and of the specialized agencies		
I. STRENGTHENING THE LICIT DRUG CONTROL SYSTEM	41 - 66	19
A. Mandates	43 - 44	19
B. Current activities	45 - 54	20
C. Allocations and appropriations	55	22
D. Activities mandated but not yet, or not fully carried out	56 - 65	23
E. Additional resources required	66	26
II. PREVENTION AND REDUCTION OF THE ILLICIT DEMAND FOR NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES	67 - 97	27
A. Mandates	70 - 72	27
B. Current activities	73 - 82	29
C. Allocations and appropriations	83	32
D. Activities mandated but not yet, or not fully carried out	84 - 96	32
E. Additional resources required	97	37
III. TREATMENT AND REHABILITATION	98 - 116	37
A. Mandates	100 - 102	38

CONTENTS (continued)

		Paragraphs	Page
B.	Current activities	103 - 108	39
C.	Allocations and appropriations	109	40
D.	Activities mandated but not yet, or not fully carried out	110 - 115	41
E.	Additional resources required	116	43
IV.	ELIMINATION OF THE SUPPLY OF DRUGS FROM ILLICIT SOURCES	117 - 142	44
A.	Mandates	120 - 122	44
B.	Current activities	123 - 135	45
C.	Allocations and appropriations	136	47
D.	Activities mandated but not yet, or not fully carried out	137 - 141	48
E.	Additional resources required	142	49
V.	SUPPRESSION OF ILLICIT DRUG TRAFFIC	143 - 178	50
A.	Mandates	146 - 147	50
B.	Current activities	148 - 161	52
C.	Allocations and appropriations	162	55
D.	Activities mandated but not yet, or not fully carried out	163 - 177	55
E.	Additional resources required	178	62

Annexes

I.	Resource allocations and additional requirements: overview	64
II.	Resource allocations and additional requirements: summary tables	65

Explanatory notes

The following acronyms and abbreviations have been used.

ACC	Administrative Committee on Co-ordination
CPC	Committee for Programme and Co-ordination
ECA	Economic Commission for Africa
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
HEUNI	Helsinki Institute for Crime Prevention and Control
HONLEA	Heads of National Drug Law Enforcement Agencies
ICAO	International Civil Aviation Organization
ICPO/Interpol	International Criminal Police Organization/Interpol
IFAD	International Fund for Agricultural Development
ILANUD	United Nations Latin American Institute for the Prevention of Crime and the Treatment of Offenders
ILO	International Labour Organisation
IMO	International Maritime Organization
INCB	International Narcotics Control Board
UNAFEI	United Nations Asia and Far East Institute for the Prevention of Crime and Treatment of Offenders
UNAFRI	United Nations African Regional Institute for the Prevention of Crime and Treatment of Offenders
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNFDAC	United Nations Fund for Drug Abuse Control
UNIDO	United Nations Industrial Development Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WTO	World Tourism Organization

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In addition, the names of the following units of the United Nations Secretariat are abbreviated in the lists:

CSDHA/CPCJB	Crime Prevention and Criminal Justice Branch of the Centre for Social Development and Humanitarian Affairs
DND	Division of Narcotic Drugs
DTCD	Department of Technical Co-operation for Development

The following instruments and resolutions are listed by short title:

1961 Convention	Single Convention on Narcotic Drugs of 1961 and that Convention as amended by the 1972 Protocol Amending the Single Convention on Narcotic Drugs of 1961
1971 Convention	Convention on Psychotropic Substances
1988 Convention	Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances
CMO	Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control
S-17/2	General Assembly resolution containing the Political Declaration and Global Programme of Action adopted by the General Assembly at its seventeenth special session, devoted to the question of international co-operation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances

INTRODUCTION

1. At the twenty-fourth series of Joint Meetings of the Committee for Programme and Co-ordination (CPC) and the Administrative Committee on Co-ordination (ACC), in October 1989, the Committees recommended that the appropriate intergovernmental bodies should consider a system-wide plan of action, to be prepared by ACC, covering specific activities to be carried out by organizations of the United Nations system, individually and collectively (E/1990/4, para. 75). Such a plan of action would aim at the full implementation of all existing mandates and subsequent decisions that might be taken at the then proposed special session of the General Assembly on drug abuse control.

2. The General Assembly, in paragraph 3 of its resolution 44/141 of 15 December 1989, requested the Secretary-General, in his capacity as Chairman of ACC, to co-ordinate at the inter-agency level the development of such a system-wide plan. The Assembly further requested that the Declaration and the recommendations of the International Conference on Drug Abuse and Illicit Trafficking 1/ in its Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control 2/ be used as a guide.

3. In the same resolution, the Assembly called upon the Division of Narcotic Drugs of the Secretariat, the International Narcotics Control Board and its secretariat as well as the United Nations Fund for Drug Abuse Control, to consult closely with and contribute their expertise to the other agencies represented in ACC in developing the action plan.

4. The Assembly further requested ACC to include in the action plan, inter alia:

(a) A statement of purposes that defined the overall goal and denoted specific objectives;

(b) An outline of concrete activities that each agency should undertake, within its mandate, ensuring that there was no duplication or overlap;

(c) A reasonable time-frame for implementation of each portion of the action plan;

(d) A realistic cost estimate for implementing the action plan, being mindful that resources were limited and that it would be necessary for agencies to focus priorities, review deployment of resources or obtain, if necessary, from their governing bodies the authority needed to fulfil their part of the plan.

The Assembly also requested ACC to present the action plan to all Member States by 31 March 1990 in order to permit discussion by the CPC at its thirtieth session and by the Economic and Social Council at its next regular session of 1990.

5. In accordance with the request contained in paragraph 3 (a) of General Assembly resolution 44/141, consultations were held between the Division of Narcotic Drugs of the Secretariat, the International Narcotics Control Board and

its secretariat and the United Nations Fund for Drug Abuse Control to develop a draft framework for the United Nations system-wide plan of action. Under the Chairmanship of the Director-General of the United Nations Office at Vienna as Co-ordinator of all United Nations drug-control related activities, informal consultations with a number of agencies represented on ACC were also held at Vienna in late November 1989. At that time, the drug control units of the Secretariat and those agencies which were able to attend the consultations prepared a first preliminary draft outline of the plan of action. That draft was circulated to agencies by the Director-General of the United Nations Office at Vienna on 8 December 1989 for their comments and additional contributions. After consolidation, a second preliminary draft of the outline of the system-wide plan of action was thereafter circulated to all agencies participating in ACC on 24 January 1990. It was reviewed by the Ad Hoc Inter-Agency Meeting on Co-ordination in Matters of International Drug Abuse Control, which met at Vienna on 5 February 1990. It was then revised again to take account of the views expressed at that meeting and, subsequently, of the decisions taken by the General Assembly at its seventeenth special session, convened from 20 to 23 February 1990, and contained in the Global Programme of Action adopted by the Assembly on 23 February 1990 in its resolution S-17/2. Consultations were again held in March with participating entities, and comments received by 21 March were taken into account in the preparation of the present text. Given the acute time constraints under which it was prepared, it should be noted that the plan is subject to further improvement; in any case, it is envisaged as a document that will have to be constantly updated in the light of changing circumstances.

Treaties and instruments for control of drugs

6. The international drug control system, which has been painstakingly developed through evolution and interaction since the early years of the twentieth century, is today anchored in a series of treaties entered into by sovereign States to help them to meet their basic obligation of protecting the health, welfare and safety of their citizens. Its central task is to regulate the supply and use of dependence-producing drugs and substances placed under international control to ensure their availability for medical and scientific needs while reducing the negative impact of drug abuse on the individual and on societies. It should be noted that most drugs and substances under international control, whether from organic plants or from synthetic sources, are necessary for therapeutic use and that their dual nature includes the potential to protect health, prevent pain and prolong life.

7. To succeed, any plan or strategy for international drug abuse control clearly depends on the full commitment and active participation of all concerned States. Today all nations are vulnerable, regardless of geographic location, political system or level of economic development. In view of the alarming dimensions and mounting threats posed by drug abuse and illicit traffic, and because of the international nature of this phenomenon, there is general agreement that no nation or group of nations can successfully address this escalating world-wide menace single-handedly and that in an increasingly interdependent world concerted international co-operation remains essential. The response must be a global one,

addressing simultaneously all aspects of the problem by seeking to reduce demand, control supply, suppress illicit traffic and treat and rehabilitate drug dependent persons.

8. Since the mid-nineteenth century, drug abuse has been spreading in many countries as a result of a number of factors. The causes are many and vary in intensity; they include, in particular, the increased availability of drugs, the expansion of communications, socio-economic factors, migration and rapid urbanization, changes in attitudes and in the sense of values, as well as the ruthless exploitation of fellow human beings by criminals.

9. In order to cope with the increase in drug abuse, the community of nations, since the early twentieth century, has gradually evolved global control mechanisms intended to limit the availability of drugs of abuse, because it was quickly realized that no single country could succeed alone in preventing drug abuse and illicit trafficking. Between 1912 and 1988, no less than 13 international drug control treaties were concluded. Under the auspices of the United Nations, the Single Convention on Narcotic Drugs of 1961, and that Convention as amended by the 1972 Protocol, Amending the Single Convention of Narcotic Drugs of 1961, 3/ consolidated most of the earlier instruments; the Convention on Psychotropic Substances of 1971 4/ created a system of international control for a number of previously uncontrolled psychoactive substances; and the Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (E/CONF.82/15 and Corr.1 and 2) criminalized drug trafficking offences, barred all havens to drug traffickers, provided for the confiscation of proceeds and property derived from drug trafficking and committed Parties to eliminate or reduce the illicit demand for narcotic drugs and psychotropic substances. During this period, the main effort was directed towards devising and reinforcing a network of administrative controls, having as its primary object the regulation of the supply and movement of drugs with a view to limiting their manufacture and import to the quantities required for legitimate medical and scientific purposes. Governments have also increasingly recognized the need to co-operate in the fight against the illicit production and manufacture of and traffic in drugs; and accordingly to furnish to the international control organs (established first under the auspices of the League of Nations and then included within the framework of the United Nations) periodic reports on their application of the international instruments and to submit to international supervision for their common benefit.

10. As gaps in the international control system were progressively closed, it became more generally apparent that the mechanisms originally created for the introduction of international supply control were not in themselves a sufficient response to the needs of the international community.

11. Without prejudice to the importance of continuing administrative control of narcotic drugs and psychotropic substances and of international co-operation in the fight against the illicit traffic, counter-offensives of another dimension are now needed at the national and international levels to respond to the threat drug abuse poses not only to millions of persons but also to whole population groups and even to societies and economies in some countries. To take up the challenge it is necessary to intensify not only measures and programmes directed against the

illicit production of and trafficking in drugs, but also the activities undertaken to prevent the illicit demand for drugs and to further the treatment and eventual social reintegration of drug abusers.

12. The International Conference on Drug Abuse and Illicit Trafficking, convened at Vienna in 1987 by the General Assembly in its resolution 40/122, brought together 138 States. The Conference produced a wide-ranging Comprehensive Outline of Future Activities in Drug Abuse Control, which contained 35 targets defining the problem and the suggested courses of action that could contribute, at the national, regional and international levels, to the campaign against drug abuse and illicit trafficking; 2/ and a Declaration reflecting the political will and determination of the international community to act in unison in pursuing that effort. 1/ The agreement on a balanced approach (i.e. action taken to reduce the supply of and the demand for drugs, and to combat the illicit traffic) and the recognition of the collective responsibility of States to provide appropriate resources for the elimination of illicit production, trafficking and drug abuse, were two fundamental outcomes of the Conference.

13. These principles were reaffirmed by the General Assembly at its special session in February 1990, in its resolution S-17/2, containing the Political Declaration and Global Programme of Action. In the same resolution the Assembly decided on far-reaching new mandates for the United Nations in the field of drug abuse control; and in consideration of intensifed action and strengthened programmes worldwide to be anticipated during the period from 1991 to 2000, proclaimed that period the United Nations Decade against Drug Abuse.

United Nations action in drug abuse control

14. The Single Convention on Narcotic Drugs of 1961 provided for two distinct international drug control organs within the framework of the United Nations: the Commission on Narcotic Drugs of the Economic and Social Council and the International Narcotics Control Board. The different but complementary role of the two organs may be summarized as follows:

The Commission on Narcotic Drugs is one of the six functional commissions of the Economic and Social Council. Established in 1946, it is composed of governmental representatives (at present 40 members). The Commission is empowered to consider all matters pertaining to the aims of all the conventions. Its terms of reference include assisting the Council in supervising the application of international drug control conventions assumed by or conferred on the Council; preparing such draft international conventions as may be necessary; considering what changes may be required in the existing machinery for the international control of narcotic drugs and submitting proposals thereon to the Council. The Commission is serviced by the Division of Narcotic Drugs, located at the United Nations Office at Vienna. The Division's terms of reference include carrying out the functions entrusted to the Secretary-General by the international drug control treaties and the decisions of the Commission on Narcotic Drugs in fulfilment of their functions under these treaties, as well as any other drug control function entrusted to them by the Economic and Social Council and the General Assembly; within its terms of reference the Division serves as the central repository in the United

Nations system of professional and technical expertise in drug abuse control and advises and assists the Director-General of the United Nations Office at Vienna in her capacity as Co-ordinator of United Nations Drug Control-related activities.

The International Narcotics Control Board is a quasi-judicial treaty organ composed of 13 members elected by the Economic and Social Council, not as representatives of their Governments but in their personal capacity. The Board's overall task is to promote compliance by States with various drug control treaties. It is charged with the administration of the legal movement of narcotic drugs and psychotropic substances, with the aim of limiting their cultivation, production, manufacture, trade and use to an adequate amount required for medical and scientific purposes, while endeavouring, in co-operation with States, to prevent the illicit cultivation, production, manufacture, traffic and use of such drugs. The Board is serviced by a secretariat, also situated within the United Nations Office at Vienna.

15. To provide additional resources for the world-wide drug abuse control effort, in 1970 the General Assembly created the United Nations Fund for Drug Abuse Control (UNFDAC). UNFDAC is the main source of funding for drug control related activities in the United Nations system, especially with regard to assistance to developing countries. As such, UNFDAC acts as the focal point for operational activities in the field of drug abuse control in the developing world. As most of the extrabudgetary activities mentioned in the following descriptions are funded by UNFDAC, these activities have been described under the sections dealing with the respective executing agencies, with appropriate indication of funding source. In order to present the strategy developed and applied by UNFDAC in designing its world-wide programme, a separate section has been provided on the Fund (see paras. 26-36 below).

16. The Director-General of the United Nations at Vienna and Head of the Centre for Social Development and Humanitarian Affairs has also, since 1987, been entrusted with responsibility for overall co-ordination of all United Nations drug control-related activities. In that capacity, the Director-General serves as chairman of inter-agency meetings on co-ordination in matters of international drug abuse control under the auspices of ACC that are substantively serviced by the Division of Narcotic Drugs.

17. Several other United Nations entities such as the Crime Prevention and Criminal Justice Branch of the Centre for Social Development and Humanitarian Affairs, the United Nations Interregional Crime and Justice Research Institute, and the regional commissions, within their respective mandates, also assist Governments in their drug control efforts.

18. A number of specialized agencies are also, to varying degrees, involved in drug-related control activities. The drug abuse control activities of the International Labour Organisation (ILO) relate directly to the question of employment and the well-being of workers, focusing on drug-related matters in the work-place and on the areas of vocational rehabilitation and social reintegration of drug-dependent persons. The World Health Organization (WHO) has specific responsibilities under the international drug control treaties and plays a key role in recommending to the Commission on Narcotic Drugs substances that should be

placed under international control. WHO's activities also include education of the medical and other health-related professions, the prevention, treatment and management of drug dependence problems. The prevention of drug abuse through public education and awareness is the focus of drug control efforts of the United Nations Educational, Scientific and Cultural Organization (UNESCO). Other specialized agencies involved in drug control efforts are the Food and Agriculture Organization of the United Nations (FAO), the International Maritime Organization (IMO), the International Civil Aviation Organization (ICAO) and the United Nations Industrial Development Organization (UNIDO). Programmes such as the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD) are also involved in activities that assist Governments in their drug abuse control efforts.

Structure of the plan

19. The system-wide action plan is intended as a concise work of reference which does not attempt to describe in detail the large number of drug abuse control activities that have been mandated. A further description of the activities of the system for 1989 is given in the Secretary-General's annual report (A/44/600).

20. It should also be noted that while the plan covers entities of the United Nations system with drug abuse control mandates, it does not include the work of other intergovernmental organizations that may be active in this area, for example the Customs Co-operation Council and the International Criminal Police Organization/Interpol, with which closer co-ordination of strategies and working practices will be essential.

21. The plan consists of two parts. Part One deals with operational activities, in particular those of UNFDAC; and Part Two outlines the role of the substantive drug control units of the United Nations Secretariat, of other United Nations entities and of the specialized agencies. Part Two consists of five chapters as follows:

I. Strengthening the licit drug control system

II. Prevention and reduction of the illicit demand for drugs

III. Treatment and rehabilitation

IV. Elimination of the supply of drugs from illicit sources

V. Suppression of illicit drug traffic

22. At the start of each chapter, there is a general statement on the objectives of the United Nations system under that heading. Thereafter is listed, for each entity, a brief description of the following:

A. Mandates

(a) Under the international drug control treaties

(b) By resolutions and decisions of the General Assembly, the Economic and Social Council and the governing bodies of a number of agencies and organizations of the system

(c) Formal recommendations, such as those in the Comprehensive Multidisciplinary Outline

(d) Broader mandates with drug abuse control related elements

B. Current activities (in response to mandates)

C. Resources currently allocated for those purposes under the regular budget (for the biennium 1990-1991), and through extrabudgetary resources (for 1988-1989 or 1990, when available)

D. Activities mandated but not yet, or not fully carried out

E. Estimates of additional resources required (to fully implement existing and new mandates, as of 1990)

23. As required by the General Assembly in its resolution 44/141, the plan will be considered by the Committee for Programme and Co-ordination at its forthcoming session and by the Economic and Social Council. Based on the outcome of the review by the Council, the additional resources that would be required for the implementation of the plan in 1990-1991 by the Secretariat would, as indicated in the oral statement on financial implications read by the President at the seventeenth special session of the General Assembly, be subject to the criteria for the use of the Contingency Fund, in accordance with existing procedures relating to the programme budget. For the biennium 1992-1993, provision for any additional requirements would be made in the context of the proposed budget outline for the biennium 1992-1993, also bearing in mind the expectation of the General Assembly, as expressed in paragraph 7 of the Global Programme of Action, that additional requirements would be reflected as a high priority in the medium-term plan for the period 1992-1997 and in the programme budget for the biennium 1992-1993. Similarly, the other entities, programmes and the specialized agencies would also need authorization, as necessary, from their governing bodies, to fulfil their part of the plan, in accordance with their respective budgetary procedures.

Overall goal

24. To achieve the goal of an international society free of illicit drugs and drug abuse, a comprehensive balanced approach should be followed. Both the illicit supply of drugs and the illicit demand for drugs should be reduced and eventually eliminated and vigorous action should be taken to break the distribution link between demand and supply, that is, the illicit traffic. It should also be recognized that an important deterrent to both the demand for and the supply of illicit drugs, as well as drug trafficking, is the presence of effective and

enforceable legal sanctions both at the national level, between States and at the international level. The response of the United Nations system must therefor be multidisciplinary in character and considered within the socio-economic context of each country, while also taking into account the national cultural and social settings.

25. Accordingly, Governments may find it advisable, in so far as they have not already done so, to set up co-ordinating mechanisms or to strengthen existing machinery by establishing a national drug abuse control strategy. The measures recommended in the Comprehensive Multidisciplinary Outline and the Global Programme of Action are both useful guides in developing such a strategy. At the international level, the strategy has been developed and is embodied in the mandates given to the various entities of the United Nations system. An indispensable goal during the period of the medium-term plan for 1992-1997 would be the full implementation of all existing and new mandates, as listed in the following chapters.

Part One. Operational activities

I. UNITED NATIONS FUND FOR DRUG ABUSE CONTROL

26. The United Nations Fund for Drug Abuse Control (UNFDAC) is the major source within the United Nations system for financial and technical assistance to the developing world in the field of drug abuse control. UNFDAC was established in 1971 by General Assembly resolution 2719 (XXV) of 15 December 1970. Other resolutions and/or statements pertaining to UNFDAC's activities and mandate include the Secretary General's aide-memoire of 26 March 1971 and Economic and Social Council resolution 1987/32 of 26 May 1987, which stated that the Fund should continue to "extend systematic and sustained assistance to countries and regions, with particular attention to developing ones, at their request, so as to enable them to combat more effectively their drug abuse problems through the formulation and execution of technical co-operation activities, the direct monitoring of the implementation of projects and programmes, the close supervision of their execution, the evaluation of the results achieved, the designation, as appropriate, of the executing agencies, including government institutions, intergovernmental and non-governmental organizations, fund-raising and the proper management of the resources of the Fund".

27. In accordance with this mandate, UNFDAC has adopted an integrated policy aimed at reducing the supply, the demand and the traffic of illicit drugs. The components of this policy are:

(a) Programmes for strengthening the licit drug control system in order to prevent diversion of legal drugs from legitimate medical use through the training of drug control administrators, assistance to national regulatory systems and efforts to improve prescribing practices;

(b) Programmes for the prevention and reduction of illicit demand for drugs through public awareness, public information, mass-media campaign and preventive education activities designed to promote and stimulate an anti-drug culture;

(c) Programmes for the treatment and rehabilitation of drug addicts through the provision of training, equipment and advisory services aimed at setting up or strengthening services for detoxification, rehabilitation and social reintegration of addicts;

(d) Programmes for the elimination of the supply of drugs from illicit sources through the development of viable alternative income schemes covering integrated rural development/crop substitution activities;

(e) Programmes for the suppression of illicit drug traffic covering legislative aspects for promoting and harmonizing drug-related legislations, and operational aspects for enhancing the interdiction capabilities of law enforcement agencies and strengthening criminal justice systems.

28. All of these components make up UNFDAC's global policy which is essentially aimed at creating an anti-drug momentum in countries and strengthening Governments' abilities and commitments to tackle the problem of drug abuse and associated trafficking. The wide range of assistance available from UNFDAC directly supports the efforts of Governments to carry out the actions recommended under virtually all of the targets set forth in the Comprehensive Multidisciplinary Outline.

29. The many activities to be undertaken by developing countries, as outlined in the Global Programme of Action, call for an expansion of the work of UNFDAC in all sectors of drug abuse and illicit drug trafficking. To this end, the General Assembly has urged more States to contribute financial and other resources to the operational activities of the Fund.

30. In carrying out its mandate to assist developing countries, UNFDAC has adopted what it calls the "Masterplan" approach. This entails a thorough analysis of the drug problems within a country or region, the identification and assessment of all narcotics control activities already completed, under way or planned, and the identification of priority actions to be taken. In outlining individual projects for UNFDAC assistance, the Masterplan presents countries' needs in a cohesive and integrated manner and prescribes the steps to be taken to deal with the overall problem. It also provides a practical framework for the implementation of projects and is especially helpful in encouraging operational co-ordination.

31. In developing its programme of action the Fund consults, as appropriate, with the other relevant United Nations bodies and with the specialized agencies. It relies on these and other international and non-governmental organizations, as well as recipient Governments, to execute its projects.

32. In 1989, with a budget of $US 62 million, UNFDAC's programme covered over 115 projects in 50 countries. Of this budget, approximately 34 per cent was devoted to the reduction of illicit supply; 33 per cent to the reduction of illicit demand; 25 per cent to the strengthening of control measures; and 0.8 per cent to research. Financial data on UNFDAC's programme are given in tables 1 and 2.

Table 1. United Nations Fund for Drug Abuse Control: expenditures of executing agencies, 1988 and 1989

(United States dollars)

Executing agency	Expenditures 1988	Expenditures 1989 (est.)
United Nations		
DND	825 000	2 874 000
INCB	54 000	348 000
UNFDAC	299 000	200 000
DTCD/UN	-	1 613 000
ILANUD	-	113 000
ECLAC	-	19 000
Sub-total:	1 178 000	5 167 000
Specialized agencies		
UNIDO	2 924 000	3 025 000
WHO	477 000	468 000
UNESCO	162 000	150 000
ILO	286 000	200 000
UPU	48 000	36 000
UNDP/OPS	16 129 000	15 054 000
Sub-total:	20 026 000	18 933 000
Other international organizations	192 000	509 000
Non-governmental organizations	2 892 000	6 024 000
Grants to non-UN organizations	605 000	558 500
Government execution	4 747 000	8 158 300
Total	29 640 000	39 349 800

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Table 2. United Nations Fund for Drug Abuse Control: actual expenditure, by sector

(Thousands of United States dollars)

Sector	Expenditures 1988	1989
Strengthening control measures	5 020.2	6 008.1
(National legislation and administration, law enforcement and laboratory services)		
Reduction of illicit demand		
Prevention, education and information	4 136.5	3 035.6
Treatment and rehabilitation	3 309.4	8 927.1
Sub-total	7 445.9	11 962.7
Reduction of illicit supply	16 756.7	21 107.2
(including integrated rural development/ income substitution)		
Research	417.2	271.8
Project total	29 640.0	39 349.8

33. In addition to projects at the national level, UNFDAC supports regional, interregional and global projects covering a broad range of drug control activities, such as training, research, advisory services and information exchange. In 1989, UNFDAC supported 38 projects of this nature, involving an estimated expenditure of $US 3.9 million. Executing agencies for these global and regional projects include the Division of Narcotic Drugs, the secretariat of INCB, the ILO, UNESCO, WHO, and others.

34. The funds made available to UNFDAC by Member States are in no way sufficient to meet the needs of developing countries to deal with their growing problems of drug production, trafficking and abuse. It is difficult to provide firm estimates of what would be required, but it is clear that a truly global strategy would involve expenditure of billions rather than millions of dollars. UNFDAC has elaborated a medium-term plan which outlines the dimensions of the assistance needed. This plan also indentifies the objectives to be attained, but the experience of UNFDAC in the field has made it clear that the problems posed in developed countries by drug production, trafficking and abuse can be brought under control only if an effective strategy is designed and implemented.

35. To this effect, the General Assembly, at its seventeenth special session, endorsed UNFDAC's proposal for a subregional strategy, which represents an extension of the Masterplan concept in order to make it responsive to these operational requirements. The strategy targets the creation of conditions that will prompt neighbouring countries in the most seriously affected areas to work genuinely together. UNFDAC has realized that only joint, multi-country exercises, conducted in the context of strategically designed programmes, can achieve the objectives of controlling drug production and trafficking, having thus also a positive influence on the illegal consumption. In particular, such strategy would help in:

(a) Avoiding the so-called balloon effect, whereby the problem of illicit cultivation is simply pushed from one country to another;

(b) Interdicting illicit drugs moving through the area;

(c) Ensuring that project execution is properly conducted by all parties through mutual observation of and involvement in specific project activities across national borders;

(d) Ensuring maximum credibility through the involvement of international staff in projects.

36. The UNFDAC strategy focuses as a first priority on the three areas of the world where the bulk of illicit drugs is produced and from where organized crime syndicates derive most of their strength. By approaching in each case the entire subregion concerned as opposed to individual countries, the strategy aims at suffocating both the production and the traffic, thus having a positive impact on illegal consumption.

II. UNITED NATIONS DEVELOPMENT PROGRAMME

37. Governments have increasingly sought the support of the United Nations Development Programme (UNDP) for various aspects of drug abuse control programmes; it is presently the second largest source of United Nations funding for activities in this area. The serious socio-economic impact of drug abuse in many countries has been a major factor prompting UNDP's expanding role, as the emphasis of activities is on social and economic aspects of the problem. Where UNDP-funded country level activities are carried out by United Nations executing agencies, they are reflected in the listings in Part Two below, according to agency; there are also a growing number of Government-executed UNDP programmes. Programme activities at the national level continue to be concentrated in the Asia and Pacific and Latin America and Caribbean regions. The UNDP Office for Project Services serves as executing agency for a large number of UNFDAC-funded activities.

38. UNDP involvement in activities related to drug abuse control falls into three categories: (a) actual funding of projects from UNDP or other sources, including cost-sharing made available through UNDP; (b) execution by the Office for Project Services of projects financed from UNDP resources or other funds, most notably the United Nations Fund for Drug Abuse Control; and (c) provision of support through UNDP's field office network, as well as Headquarters units to facilitate the implementation of the United Nations system's activities related to drug abuse, and to promote communication and co-ordination between Governments and the United Nations system at the field level.

III. INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT

39. The activities of the International Fund for Agricultural Development (IFAD) in drug abuse control stem from "broader mandates with drug abuse control related elements" contained in relevant resolutions of the General Assembly at its thirty-eighth and fortieth sessions and the Comprehensive Multidisciplinary Outline, chapter II, target 16. IFAD estimates the value of its current activities financed from its own resources at $US 92.4 million. In the context of its rural poverty alleviation programmes in areas where drug crops are cultivated or in adjacent areas, IFAD projects are trying to curb illicit cultivation or prevent further expansion of cultivation by improving agricultural productivity and promoting off-farm activities and thus offering alternative legal sources of income to the rural poor.

40. Most of the ongoing projects include extension of credit, improvement of support services, especially extension and adaptive research, community development, social and physical infrastructure and, as in the case of Latin America, the development of new land for cultivation as well as land titling.

Part Two. Role of the substantive drugs control units of the Secretariat, of other United Nations entities and of the specialized agencies

I. STRENGTHENING THE LICIT DRUG CONTROL SYSTEM

41. The major objective of the licit drug control system is to reduce, to the greatest extent possible, the availability of drugs of abuse. The international control system, which has been developed over several decades, prescribes a series of measures to control the legal drug trade and to fight the illicit traffic. The strengthening of the licit drug control system will prevent diversion of narcotic drugs and psychotropic substances from licit trade into illicit traffic and generally ensure that narcotic drugs and psychotropic substances under international control will be available, in sufficient amounts, for medical and scientific purposes only. To that effect laws and regulations must be adopted and be judiciously applied, in conjunction with effective operational activities in order to prevent diversion into the illicit traffic.

42. Activities under this heading are carried out by the Division of Narcotic Drugs of the Secretariat, designated DND in the following lists, by the secretariat of the International Narcotics Control Board (INCB) and by the World Health Organization (WHO).

A. Mandates

43. Activities are based on the following instruments and resolutions. (Instruments are listed by short title; full titles are given in the Explanatory Notes.)

Conventions

DND	1961 Convention:	inter alia, articles 2-5, 7-9, 14, 15-16, 18, 24, 31-32
	1971 Convention:	inter alia, articles 2, 3, 12, 13, 14, 16, 17, 18, 33
INCB	1961 Convention:	articles 9, 12, 13, 14, 14 bis, 15, 19, 20, 21, 21 bis and 31
	1971 Convention:	articles 16, 18, 19
	1988 Convention:	articles 16, 22, 23
WHO	1961 Convention:	article 3
	1971 Convention:	articles 2 and 3

Resolutions

DND Economic and Social Council resolutions 1988/9, annex B, paras. 5-6; 1989/20, paras. 4-6

General Assembly resolutions (subsequent to the preparation of the 1990-1991 programme budget): 44/140, paras. 6 and 9; S-17/2, paras. 41-42, 47-49, 52 and 96-98

INCB Economic and Social Council resolutions 1980/20, 1981/7, 1982/11, 1984/21, 1985/15, 1986/8, 1987/30, 1988/10, 1989/15

WHO Resolutions of the World Health Assembly and the WHO Executive Board and regional committees WHA 42.20, WHA 39.26, EB73 R11 etc.
General Assembly resolution S-17/2, paras. 24 and 47

Recommendations

44. In the Comprehensive Multidisciplinary Outline (CMO), chapter II, targets 8-11 and 13, courses of action are recommended to control the licit supply of drugs, to be carried out, for example, by international organizations or Governments in co-ordination with appropriate United Nations entities and agencies, such as the Division of Narcotic Drugs, INCB and WHO.

INCB CMO targets: II(8) paras. 137, 140, 141; II(10) para. 163; II(11) para. 171.

B. Current activities

DND 5/

45. The Division:

(a) At the request of WHO, collects data from Governments on substances which are being reviewed for possible international control [1.1 (vi), 2.3 (i)];

(b) Collects, processes and analyses annual reports from States Parties to the conventions and publishes various reports [1.1 (i-iii), 3.4 (i)];

(c) Collects the legislative texts and prepares a cumulative index [1.1 (iv)];

(d) Issues notification required under the conventions [1.1 (v)];

(e) Develops methodologies and publishes manuals to assist in the analysis and identification of controlled narcotic drugs and psychotropic substances [2.3 (iii)];

(f) Periodically updates and publishes the Multilingual Dictionary of Narcotic Drugs and Psychotropic Substances under International Control [2.3 (iv)];

(g) Collects reference samples of narcotic drugs and psychotropic substances, as well as of their analogues and disseminates to member States on request [2.1 (ii)].

INCB

46. The general objective of the Board's activity is to determine whether a Party or any other State has complied with the provisions of the Conventions thereby preventing diversion from licit channels [1.2]. In particular INCB should verify

whether Parties and other States are implementing the control measures as provided for in the 1961 and 1971 Conventions for production (national opium or coca leaf agency, licences for cultivators, delivery of the entire crop to the agency, etc.), manufacture, trade and distribution (licences, control of persons, enterprises, establishments and premises, periodical permits, record keeping, limitation of stocks, special provisions applicable to international trade such as import and export authorization, supervision and inspection) [1.2].

47. The Board maintains a confidential dialogue with Governments as required to monitor compliance with treaty obligations and requests corrective measures when necessary [1.2 (ii)]. It may make recommendations to other bodies for technical and financial assistance to States in support of their efforts to comply with the Conventions. The annual report of the Board, submitted to the Council through the Commission, is a principal means of developing an overview of the global situation and recommending corrective action [1.1 (ii)].

48. The Board's principal activities are directed towards ensuring the availability of drugs for licit medical and scientific requirements while preventing illicit traffic. To do so, the Board manages the statistics/estimates system which has functioned under a series of international conventions for over 60 years [3.1 (ii), 2.1 (ii)]. In this connection, the Board must also verify whether Parties and other States are implementing the control measures provided for in the Conventions, inter alia, through analysis of data on production, manufacture, conversion, consumption, stocks, international trade and seizures for each country and territory [3.1 (ii), 3.2 (i) and (ii)]. This is done in order to ascertain that all licit movements of narcotic drugs are within a plan established in the preceding year and approved by the Board. Following analysis, corrective activities are taken or requested by the Board.

49. With regard to licit movement of psychotropic substances, a similar system is implemented by the Board for substances in Schedule II under the mandate of a series of Council resolutions [4.1 (ii)]. Certain supervision measures for substances in Schedules III and IV are also established in Council resolutions [4.3]. Two technical reports on the licit movement of narcotic drugs and psychotropic substances are issued each year as supplements to the Board's annual report to the Economic and Social Council [2.1 (iv), 3.1 (iii), 3.2 (iv) and 4.1 (iii)].

50. With regard to proposed CMO target II(8), paragraphs 137, 140 and 141, INCB prepares regular studies on the supply of and demand for opiates for medical and scientific needs [1.4 (i)] and a comparative study on the use of certain psychotropic substances [4.2 (i)]. INCB is also preparing a manual describing, inter alia, methodologies for estimating drug requirements to facilitate the control task of the national administrations [1.3 (ii)].

51. With regard to CMO target II(10), paragraph 163, the Board analyses and publishes information provided by over 160 countries and territories concerning the assessment of the medical requirements for psychotropic substances under Schedule II [4.1 (ii)] as well as information provided by approximately 140 countries and territories on their international trade in these substances [4.2 (i)]. An increasing number of exporting countries confine shipments within

the limits of these assessments and regularly consult the Board when import orders exceed them. This has brought to light a number of diversion attempts involving falsified import authorizations (see chap. V below).

52. With regard to CMO target II(11), paragraph 171, INCB has continued to strengthen national control services through its regional seminars and training activities for national drug control administrators [1.3 (i)]. The Board is currently undertaking an extensive programme funded from extrabudgetary sources to assist States in western Africa to review, analyse and strengthen their national administrative licit control systems. This project will be extended to eastern African countries during the 1990-1991 biennium [1.2 (ii)].

WHO

53. The organization:

(a) Makes recommendations to the Commission on Narcotic Drugs for modifying the lists of narcotic drugs and psychotropic substances under the conventions, both for single substances and for combination products;

(b) Develops and applies methods to assess the therapeutic usefulness and public health and social problems associated with the use of psychoactive substances, including their dependence liability;

(c) Establishes international classification systems and standardized nosology for health aspects of drug abuse;

(d) Provides technical support to countries in promoting the rational use of psychoactive drugs for therapeutic purposes and to prevent non-medical use.

UNIDO

54. The United Nations Industrial Development Organization (UNIDO) has initiated a project to strengthen the capability of India to reduce its excess stock of opiates by synthetic conversion to pharmaceutical chemicals. A proposal to develop an Indian Research and Development Centre for this purpose is now under consideration.

C. Allocations and appropriations

55. Current resources are as follows:

DND RB $US 1,449,900 for 1990-1991
XB $US 4,500 for 1988-1989

INCB RB $US 2,556,000 for 1990-1991
XB $US 280,000 for 1988-1989

WHO RB $US 470,000 for 1990-1991
XB $US 300,000 for 1988-1989

(These figures are approximations based upon estimates of proportions of total activities on prevention and control of alcohol and drug abuse; they also aggregate country, intercountry, regional, interregional and global expenditures)

UNIDO $US 300,000 on single project: United Nations Industrial Development Fund (UNIDF)

D. Activities mandated but not yet, or not fully carried out

DND

56. The Division is engaged in, or plans the following activities:

(a) Rendering of legal and related advice or assistance on formulation of national enabling legislation and assistance to States to establish the measures necessary for the implementation of the relevant provisions of the 1988 Convention;

(b) Development, in collaboration with INCB and CCC, of standard customs documents for international trade in precursor/essential chemicals;

(c) Assistance to States, so requesting, in developing domestic regulations and systems to monitor the legitimate manufacture and distribution of chemicals under control (General Assembly resolutions 44/140, para. 8, S-17/2, para. 52);

(d) In collaboration with WHO, development of a new integrated concept and programme, encompassing all drug-control related laboratory services (pharmaceutical control laboratories, forensic chemistry and toxicology laboratories) to ensure consistency and optimal use of various resources (S-17/2, para. 8, and CMO, chap. II, target 11, para. 171; S-17/2, paras. 47 and 50);

(e) Co-ordination with related multilateral and bilateral programmes covering specifically Africa, Asia and the Pacific, Latin America and the Caribbean regions, (S-17/2, para. 47 and 50; CMO, para. 171);

(f) Enlistment of collaborative national institutions for the provision of specialized training in drug quality control and profiling methods;

(g) Assistance to national drug regulatory authorities, in collaboration with WHO/INCB, including provision of material, equipment, reference standards and laboratory methods related to licit narcotic and psychotropic products as well as the development of systematic identification methods for pharmaceutical formulations of selected licit drugs and of laboratory techniques for the distinction between licit (diverted) and illicitly synthesized controlled drugs and their preparations (S-17/2, para. 47); and, in collaboration with WHO, assistance to national drug regulatory authorities in developing and strengthening their pharmaceutical administration and control laboratories (S-17/2, para 47);

(h) Annual report to the General Assembly on activities relating to the strengthening of the licit drug control system, as appropriate, under the Global Programme of Action and the efforts of Governments (S-17/2, para. 97);

(i) Training of law enforcement officers on precursors and control of diversion from licit and authorized trade; link with intelligence systems (see chaps. IV and V below).

Strategies

DND

57. In the strategy to fully carry out its treaty implementation mandates, DND will institute a special campaign designed to encourage and assist States, that have not already done so, to ratify the 1961 Single Convention, the 1972 Protocol to that Convention and the 1971 Convention on Psychotropic Substances. It will give high priority to providing legal and related assistance to requesting States in the provisional application, ratification of or accession to the 1988 Convention. The treaty implementation work also covers activities under all other chapters in Part Two, particularly chapter V where strategy in relation to that chapter is dealt with. To support all treaty implementation work, a computerized library will be developed containing implementation laws and regulations of States Party to the Conventions as well as of all Commission decisions on scheduling of narcotic drugs, psychotropic substances and substances used in their preparation or manufacture.

58. The DND, as the only entity within the United Nations system which has an operational laboratory and chemist staff with the necessary technical and scientific qualifications and expertise, fulfils a central and strategic role in all specific scientific and technical activities within the international drug control programme. To counteract diversion of narcotic drugs and psychotropic substances from licit sources, Member States have to develop or strengthen their drug regulatory and control systems, including well-functioning pharmaceutical quality control laboratories. Those support service institutions do not yet exist in many developing countries or are not in a position, despite ongoing bilateral and international assistance programmes, to provide the services expected from them. In order to strengthen the licit drug control system, DND will give special attention to the development and implementation of national, regional and interregional concepts and strategies for the establishment and/or strengthening of pharmaceutical control laboratories, including training of staff and the development of analytical methodologies for the analysis of pharmaceutical preparations containing narcotic drugs and psychotropic substances. Close collaboration will be developed with WHO in this area and careful co-ordination will be sought with existing or planned bilateral and multilateral programmes to avoid unnecessary duplication. Harmonized methods will be developed for the analysis of controlled licit drugs and their preparations as well as for impurity profiling and for their use in distinguishing between licitly produced/diverted and clandestinely synthesized products.

INCB

59. Under the volume of work regarding licit drug control not all cases requiring investigation can be examined and, among those handled, not all are investigated in a timely fashion [1.2 (i)]. Cases often have to be examined without in-depth inquiry into the underlying causes. Remedial measures are sometimes recommended to national administrations but resources do not allow regular follow-up to ensure actual implementation [1.2 (ii)].

60. The estimates system consists basically in the elaboration of universal annual plans of future requirements of narcotic drugs achieved with the collaboration of States [2.1 (ii)]. In cases when States are not collaborating with INCB the Board establishes its own estimates, which are legally binding for those States. The plans are updated constantly to adjust to changing conditions. All actual movements of narcotic drugs take place within the pre-established plans. This system has been extremely effective in preventing diversion of narcotic drugs. Its extension to Schedule II psychotropic substances met with similar success [4.1]. It would be highly desirable for the Board to implement an informal system for the other psychotropic substances in the remaining schedules of the 1971 Convention [4.1].

61. With regard to monitoring international trade in substances in Schedules III and IV, a special effort could be made to gather sufficient information on the movements of these substances to compensate for the lack of mandatory information provided for under the treaty. This would be in line with a number of Economic and Social Council requests supplementing the treaty provisions [4.3].

62. In connection with the monitoring and analysis functions entrusted to the Office of the Secretary to enable the Board to evaluate compliance with the Conventions, the staffing situation and work-load have to some extent limited such activity [1.2 (i) and (iii)]. The same is true with regard to proposals for technical and financial assistance to Governments in support of their efforts to carry out their treaty obligations as well as monitoring the establishment of special administrations required by the treaties [1.2 (ii) and (iv)]. Lastly, the Board's analytical examination of seizure reports could be enhanced if the secretariat were enabled to spend more time on preparing critical studies on data available [3.1 (ii)].

63. It is interesting to note that many of the activities identified by the Board as coming under its treaty mandate but not fully implemented for lack of resources have been singled out in the Global Programme of Action (Assembly resolution S-17/2). The Global Programme has thus reinforced the Board's identification of activities for further implementation as follows:

(a) Maintainance of a balance between supply and demand (para. 40), [1.4];

(b) Establishment of a national mechanism to project more accurately legitimate national drug requirements (para. 41), [2.1];

(c) Supplying of expert advice to national drug regulatory authorities to develop and strengthen licit drug control systems, particularly under the provisions of the 1961 and 1971 Conventions (para. 48), [1.2];

(d) Technical advice extended at the invitation of States to further the aims of the 1961 and 1971 Conventions (para. 49), [1.3].

64. For implications of paragraph 45 of the Global Programme, see chapter V below. The additional resources required to carry out those activities are reflected in section E below.

WHO

65. The organization strengthens support to countries for upgrading national drug regulatory systems to prevent the misuse and diversion of pharmaceutical products containing narcotic drugs and psychotropic substances.

E. Additional resources required

66. For implementation of the plan, additional funding will be needed, as follows:

		$US
DND	October 1990-December 1991	
	RB	346 200
	XB regional workshops, training, fellowships	200 000
	1992-1993 (and onwards)	
	RB	571 000
	XB regional workshops, training, fellowships	400 000
INCB	October 1990-December 1991	
	RB	235 900
	1992-1993 (and onwards)	
	RB	374 100
WHO	$US 350,000 for 1990-1991	

II. PREVENTION AND REDUCTION OF THE ILLICIT DEMAND FOR NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

67. Unless the illicit demand for drugs is diminished, both in developed and developing countries, the reduction of illicit supply will make little impact, since the elimination of one source of supply will continue merely to be offset by emergence of another. At the same time, patterns of drug abuse are often changing among high-risk social groups. Policy-makers require reliable information on which to base their decisions. Drug abuse assessment instruments and standard procedures should therefore be developed for use by national authorities.

68. A central task of the United Nations system will therefore be to continue to foster, facilitate and strengthen co-operation among Member States in support of the overall objective of a world free from drug abuse. The strategies which are to be followed are interdependent. These are aimed at minimizing (a) the number of new recruits to drug abuse; (b) the number of drug users within the community; and (c) the harm that may be caused by drug use to the individual and society.

69. Increasingly the focus for action, at both the national and international levels, will be on reducing the demand for illicit drugs through prevention programmes including educational, public information and awareness-raising campaigns. Preventive efforts are most likely to succeed when based on sound family structures, broad community participation and supportive services accompanied by the provision of positive alternatives to drug abuse. Inter-agency co-ordination in project preparation and implementation will remain essential, as will the international exchange of experiences and expertise relating to preventive programmes.

A. Mandates

70. Activities are based on the following instruments and resolutions.

Conventions

71. The 1961 Convention as amended by the 1972 Protocol (article 38) and the 1971 Convention (article 20) request States parties to give special attention to and take all measures for the prevention of drug abuse and for the early identification, treatment education, after care, rehabilitation and social reintegration of the addicts. The 1988 Convention (article 14) requires States parties to adopt appropriate measures aimed at eliminating or reducing illicit demand.

DND 1961 Convention: inter alia, article 8
1971 Convention: inter alia, article 17
1988 Convention: inter alia, articles 14 and 21

Resolutions

	General Assembly	Economic and Social Council
DND	40/121, paras. 3 and 13 43/121, paras. 5-7 43/122 II, para. 4	1985/14, para. 3 1987/28, para. 5 1988/9, annex A, paras. 1 and 7 1988/13, para. 5 (a) and (b) 1988/16, para. 2 1989/14, para. 5 1989/20, paras. 4 and 6 1989/123

(Subsequent to the preparation of the 1990-1991 programme budget): Assembly resolutions 44/140, paras. 6-7, 9 and 11; 44/141, paras. 13 and 16, 44/142, para. 16; S-17/2, paras. 12-15, 17, 19, 22, 24 and 25, 28 and 96-98.

ESCAP The forty-third session of ESCAP approved a package of work programme activities incorporating drug abuse demand reduction activities.

ESCWA Fifth conference of Ministers of Labour and Social Affairs.

ILO General Assembly and Economic and Social Commission resolutions and decisions;

Resolution concerning measures against drug and alcohol abuse in working and social life, adopted by the International Labour Conference at its 73rd (1987) session, as well as decisions by the Governing Body at its 238th and 243rd sessions;

Conventions, recommendations and resolutions of ILO concerning workers' education, conditions of work and occupational safety and health.

ICAO ICAO Assembly resolution A27-12 (adopted in October 1989), inter alia urging the Council to elaborate with a high degree of priority concrete measures in order to prevent and to eliminate possible use of illicit drugs and abuse of other drugs or substances by crew members, air traffic controllers, mechanics and other staff of international civil aviation.

WHO Resolutions of the World Health Assembly and the WHO Executive Board and regional committees: WHA 42.20; WHA 39.26; WHA 37.23; WHA 33.27 etc.

Recommendations

72. Chapter I of CMO is entirely devoted to demand reduction. In particular, targets 2-5 recommend action at the international level by DND, ILO, UNESCO and WHO. CMO targets 1 and 3 recommend action at the regional level by regional commissions of the United Nations.

B. Current activities

DND 5/

73. The Division:

(a) Reports to the Commission on Narcotic Drugs on the development of an International Drug Abuse Assessment System [3.4 (ii and iii)];

(b) Organizes utilization of community resources through workshops held on a regional basis to facilitate the development of programmes at the community level [3.5 (ii)];

(c) Provides assistance, advice and information to officials and institutions on prevention and reduction of demand for and consumption of illicit drugs among selected populations world-wide [3.5 (i)];

(d) Publishes manuals on methods for the identification and assay of drugs of abuse in body fluids [2.2 (iv) and 2.3 (ii)];

(e) Plans a conceptual framework for the establishment of national testing laboratories and training of analyst staff with the voluntary participation of collaborating national training centres [2.1 (i and iv), 2.2 (i-iii)];

(f) Provides reference standards and testing methods [2.4 (i-iii)];

(g) Sponsors a special project on prevention of drug abuse among young persons in selected countries [3.5 (i)];

(h) Enlists and interacts with non-governmental organizations, the media and the public on demand reduction campaigns through the provision of advice and information [3.5 (i), 4.4 (i-iv)];

(i) Analyses data on drug abuse and preparation of specialized reports for the Commission on Narcotic Drugs [1.1 (vi) and 3.1 (i)];

(j) Provides assistance, advice and information to officials, groups and individuals on demand reduction and other drug abuse control programmes [3.5 (i)].

INCB

74. The subject is not covered by any specific activities in the INCB programme beyond the general function of the Board to ensure that the relevant provisions of the treaties concerning prevention and reduction of the illicit demand for drugs are implemented by Parties. Resources for such activity are included in chapter I above.

ESCAP

75. The Commission:

(a) Promotes development of country drug abuse data systems and the sharing of data and experience among countries, and reports on existing data and data problems in the ESCAP region;

(b) Assists in the development of national drug abuse prevention policy and programmes through workshops and advisory missions;

(c) Compiles and distributes compendiums on drug abuse prevention programmes and activities under way in the region;

(d) Assists in the development of integrated community-based approaches to drug abuse demand reduction. (XB)

ESCWA

76. The Commission published a technical study on drug abuse in the ESCWA region.

UNHCR

77. The Office of the High Commissioner:

(a) Fosters integration of issues relating to illicit demand for drugs in education programmes established for several refugee populations and in counselling programmes;

(b) Stimulates awareness among refugees of the health consequences of drug abuse (including those relating to alcohol abuse and AIDS);

(c) Stimulates the development of community-based counselling activities.

UNICRI

78. In 1989 the International Institute for Health Studies and Information, Rome (a WHO collaboration centre), and UNICRI set up a joint venture under the logo "STOP DROGA" to design and implement an educational drug prevention programme. The programme, based on the recommendations of CMO target I (3), is aimed at promoting positive life styles free from drug use and abuse among high school students.

ILO

79. Illicit drugs are linked with alcohol in this context. Work-place initiatives focusing on both prevention and assistance programmes are pursued through staff training, promotion, implementation and evaluation of action programmes and demonstration models in specific enterprises, research into special needs of specific industries and professions. Drug-related issues are being included in studies and guidelines on conditions of work and occupational safety and health in

various sectors. A specific thrust of this programme is the development of an ongoing programme of drug prevention by utilizing the workers' education infrastructure. This will be closely linked with the ILO's population education and family welfare programme.

UNESCO

80. Efforts in prevention apply to both illicit use and licit drug abuse affecting the quality of life, not only to improving health. This prevention is carried out through education in school and out of school for children and adults. Current activities on information and promotion of a drug free life style are made on an experimental basis and technical assistance is being given to national projects.

ICAO

81. The aim of ICAO's activities in this field is to preserve a "drug free environment" in international civil aviation in the interest of flight safety. ICAO is actively monitoring the question of prevention of drug abuse in the work-place by all persons in safety- or security-sensitive employment in international civil aviation. Work is being undertaken to prepare a comprehensive manual which will contain detailed guidance to States, with emphasis on educational programmes related to the prevention of drug abuse. The question of pre-employment and post-accident drug testing of flight crews and other civil aviation personnel is under further study and ICAO continues to monitor relevant developments and to exchange technical information with States and with WHO on this subject.

WHO

82. The organization:

(a) Promotes pre- and post-qualification training for those working in the health sector, including training on the rational use of psychoactive drugs for therapeutic purposes;

(b) Stimulates awareness of the health consequences of drug abuse in government, in the general population and in the scientific community;

(c) Monitors the global situation with respect to the health consequences of drug abuse;

(d) Assesses national policies and programmes for the prevention of drug abuse and encourages the development of effective measures to reduce demand through health sector action;

(e) Fosters linkages between activities on the prevention of drug abuse and the prevention of other relevant disabilities.

C. Allocations and appropriations

83. Current resources are as follows:

DND RB $US 958,600 (1990-1991)
XB $US 1,500,000 (1988-1989) (Information, Community resources, International Drug Abuse Assessment System (IDAAS), Scientific research)

INCB See paragraph 74 above

ILO RB $US 150,000 for 1990-1991 biennium
XB $US 380,728 for 1988-1989 biennium
XB $US 647,300 for 1990-1991 biennium

UNESCO RB $US 267,600 (1 P-3, 1 GS + $40,000) (1990-1991)
XB about $US 1,000,000 (1988-1989)

WHO RB $US 900,000 for 1990-1991
XB $US 910,000 for 1988-1989

(These figures are approximations based upon estimates of proportions of total activities on prevention and control of alcohol and drug abuse; they also aggregate country, intercountry, regional, interregional and global expenditures.)

D. Activities mandated but not yet, or not fully carried out

DND

84. The following activities are in progress or planned:

(a) Full establishment of a world-wide drug abuse assessment system and assistance to Governments in establishing national data collection systems on drug abuse assessment (General Assembly resolutions S-17/2, para. 13);

(b) Publication and updating of a digest of national focal points and channels of communication on various aspects of the drug problem (S-17/2, para. 14);

(c) Issuance and evaluation of annual questionnaire to Governments, intergovernmental and non-governmental organizations on prevention and demand reduction programmes and strategies and on implementation of the seven targets of CMO, chapter I (S-17/2, para. 15);

(d) Preparation (in collaboration with the ILO, UNESCO and WHO) of annual report to the Commission on Narcotic Drugs assessing the best means of assistance in furthering demand reduction strategies (S-17/2, para 15);

(e) Reporting to the Commission to help to examine the feasibility of elaborating an international instrument on reduction of illicit demand (S-17/2, para. 17);

(f) Collection and submission of recommendations of all international high-level meetings on demand reduction to States to assist in the elaboration of national campaigns and policies (S-17/2, para. 18);

(g) Collaboration in the compilation and analysis of information on effective prevention strategies and to help to disseminate material to States (S-17/2, para. 19);

(h) Establishment of a world-wide information strategy, intensification of programmes for demand reduction, including specialized training, development and promotion of prevention strategies and information programmes to reduce demand (S-17/2, paras. 19, 22 and 43/122, II, para. 4);

(i) Systematic review of activities of the United Nations system and specialized agencies on demand reduction to identify requirements for intensified action (S-17/2, para. 29);

(j) Assistance in the design of an information campaign and drug abuse prevention package for youth and children (43/121, para. 5);

(k) As secretariat of the Commission on Narcotic Drugs, monitoring of progress on the implementation of the Global Programme of Action concerning prevention and reduction of illicit demand; and on behalf of the Secretary-General co-ordinating preparation of the annual report to the General Assembly on all activities relating to the Global Programme of Action (S-17/2, para. 97);

(l) Enlist support for and participate in the observance of the United Nations Decade Against Drug Abuse and Illicit Trafficking by raising public awareness and promoting preventive measures (S-17/2, para. 100);

(m) Development of internationally harmonized testing programmes for controlled drugs in body fluids, cost-effective testing methods and reporting systems as well as training activities by enlisting the active participation of national and regional institutions (CMO, chap. I, target 4, para. 84; S-17/2, para. 12);

(n) Establishment and promotion of national, regional and international quality assurance programmes and criteria for laboratory accreditation in order to ensure reliability and consistency;

(o) Assistance to national drug abuse control services, as well as to efforts in the collection of reliable data on the incidence and extent of drug abuse for national/regional/international purposes (e.g. IDAAS) (S-17/2, para. 13);

(p) Development of specific sets of requirements for testing reliability for the various testing programmes with differing legal consequences, e.g. incidence and extent of drug abuse and laboratory proof in forensic cases (CMO, chap. I, target 4, para. 84; S-17/2, paras. 12, 13 and 60); (see also chap. III, sect. D);

(q) Development of a central source of reference standards of key metabolites of major drugs of abuse under international control, including the synthetic production of large quantities of such substances not available or prohibitively expensive on the commercial market. Free distribution to national institutions in need of those substances (CMO, chap. I, target 4, para. 84) [2.1 (ii) and 2.4 (iii)].*

Strategies

DND

85. The Division will henceforth give higher priority to prevention and reduction of drug abuse with a view to elimination of the illicit demand for narcotic drugs and psychotropic substances. This will include formulation of comprehensive policy guidelines, plans, strategies and programmes for the prevention and reduction of demand for illicit drugs, focusing on populations "at risk", particularly the young, and undertaking the requisite collaboration, co-ordination and fulfilment of clearing-house functions to assist Member States, agencies, organizations and associations concerned.

86. The Division has for many years been promoting a balanced approach in addressing drug abuse problems. It is imperative to strengthen preventive and demand reduction programmes through multidisciplinary approaches with the participation of the basic units of society as well as of experts, officials and authorities. In this context, it is clearly essential to pay more attention to the inescapable link between supply and demand through an internationally co-ordinated strategy for whose successful implementation the United Nations has a unique role to perform.

87. In most countries, there remains an unmet need to establish more precisely the nature and extent of drug abuse through comparable population surveys of representative samples as well as systematic collection and scientific evaluation of data. There is also need to exchange, through the United Nations, information and expertise as methodologies are developed and refined in this area.

88. Programmes to prevent and reduce drug demand require the mobilization and enlistment of community resources and non-governmental organizations, taking into account local social, economic and cultural characteristics. Similarly, the

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* Mandated and included in the budget for the biennium 1990-1991, but cannot be implemented with substantially reduced staff.

implementation of article 14 of the 1988 Convention requires intensified action and strengthened programmes on the part of the Division to assist in the elimination of illicit drug demand.

89. To facilitate achievement of these key objectives, the Division plans to establish a separate Demand Reduction Section at the earliest possible date should, additional human and financial resources be made available.

90. An urgent need is emerging for adequate scientific and technical knowledge and expertise to be put to work in geographical areas previously not troubled by drug abuse problems.

91. Any assesment of the incidence and extent of drug abuse and of the nature of drugs involved requires, inter alia, relevant testing (detection and assaying) facilities, as support services are not available today in most developing countries. The same is valid in the context of demand reduction and treatment, i.e. detoxification and rehabilitation programmes.

92. To address this shortcoming in many national drug abuse assessment and demand reduction programmes, the Division, in close collaboration with WHO and other international bodies, will promote in this area the transfer of technology to developing countries by developing and harmonizing testing programmes for controlled drugs in body fluids. It will call for international collaboration in areas of development of the necessary human resources by training, research, evaluation of laboratory performance and the production and distribution of check samples for proficiency testing and reference standards. Consultancy and expert advice and technical and material assistance in the form of equipment, chemicals, and information material will be provided to Member States with limited resources.

INCB

93. See paragraph 74 above.

ILO

94. The ILO is engaged in:

(a) Further review and analysis of strategies to prevent and reduce drug and alcohol problems in the work-place, with the aim of developing guidelines, training curricula and packages and innovative intervention techniques;

(b) Promotion of trade union, joint labour-management and community-based approaches through demonstration models for different sectors and professions;

(c) Development of prevention and education strategies for incorporation into the ILO's programmes on workers' education, workers' family welfare, and occupational safety and health;

(d) Use of existing data-bases to develop a clearing-house capability on latest work-place initiatives;

(e) Development of an impact analysis instrument.

UNESCO

95. Preventive education, provided through UNESCO's assistance programmes, is to be enlarged from the experimental local focus to become national and regional; for this purpose a multidisciplinary team unit is needed (a) to co-ordinate work with other agencies, non-governmental organizations and Governments; (b) to carry out substantive research on nature and extent of the drug phenomenon in certain regions in order to develop policies and strategies for prevention; (c) to co-ordinate the exchange of material and information; and (d) to develop technologies for prevention based on positive values.

WHO

96. Main strategies are to:

(a) Investigate the relationship between drug abuse and the spread of HIV infection and promote relevant prevention programmes;

(b) Assess the effectiveness of programmes designed to prevent drug use among young people, including out-of-school youth, and promote health sector action;

(c) Promote family health with special emphasis on strengthening the capacity of family systems to respond to drug abuse;

(d) Assess prevention programmes undertaken by civic, community and special interest groups and stimulate the development of innovative approaches;

(e) Promote the implementation of national policies and programmes to reduce the health consequences of drug abuse and monitor their implementation at national level;

(f) Develop national systems for assessing trends in drug abuse and its health consequences and contribute to the development of international reporting systems.

E. Additional resources required

97. For implementation of the plan, additional funding is required, as follows:

			$US
DND	October 1990-December 1991		
	RB		511 700
	XB	Research and Training, EGM (Quality Assurance) workshops, travel, NGO support, publications and consultants	700 000
	1992-1993 (and onwards)		
	RB		844 000
	XB	Research and Training, EGM (Quality Assurance) workshops, travel, NGO support, publications and consultants	1 400 000
INCB	See paragraph 74 above.		
ILO	RB $US 200,000 (1990-1991) XB $US 2,500,000 (1990-1991)		
UNESCO	RB $US 1,055,200 (2 P, 2 GS + $300,000 a year) XB $US 2,731,400 (3 P, 3 GS and $1,000,000 a year)		
WHO	$US 4,650,000 (1990-1991)		

III. TREATMENT AND REHABILITATION

98. The concepts of treatment, rehabilitation and social reintegration have come to imply particular intervention approaches. Treatment is commonly viewed as a medical intervention through the use of substitute drugs, detoxification or the use of other medical approaches. Rehabilitation and social reintegration aim to bring an individual to a state where he/she is physically, psychologically and socially capable of coping with the same problems as others in his/her age group, and can avail himself/herself of the opportunities provided in a community.

99. Because drug abuse is a phenomenon with world-wide dimensions and ramifications, efforts for the treatment, rehabilitation and social reintegration of addicted persons call for co-operation on a global scale and in a multidisciplinary context at the local, national and international levels to facilitate design and development of programmes that can benefit from the world-wide experience in this field (see CMO, chap. IV). A successful treatment

and rehabilitation programme mitigates the health, social and economic consequences of drug addiction, reduces the illicit demand for drugs and lessens the risks of relapse. It encourages and assists drug dependent persons to return to a drug-free life. In achieving these objectives, account must be taken of individuals' needs, of treatment requirements and of economic, social and cultural conditions prevailing in a given community. To this end a treatment programme must be linked from the outset to broader rehabilitation and social reintegration measures involving the family, schools, community and the work-place, as appropriate, to promote the necessary social support for dependent persons undergoing the recovery process, with emphasis on motivation for purposeful change to non-drug taking behaviour.

A. Mandates

100. Activities are based on the following instruments and resolutions:

Conventions

101. Article 20 of the 1971 Convention and article 38 of the 1961 Convention as amended by the 1972 Protocol as well as the 1988 Convention (art. 14, para. 4) call on States parties to adopt appropriate measures, inter alia, in the fields of prevention, treatment and rehabilitation.

DND 1961 Convention: inter alia, article 8
1971 Convention: inter alia, article 17

Resolutions

DND General Assembly resolutions 43/121 paras. 5-6; 44/141, para. 13;

Economic and Social Council resolutions 1988/9, annex C, para. 21; 1989/20, paras. 4 and 6.

(Subsequent to the preparation of the 1990/91 programme budget): Assembly resolutions 44/142, para. 13; S-17/2, paras. 31-33 and 96-98.

ILO Resolution concerning measures against drug and alcohol abuse in working and social life, adopted by the International Labour Conference at its seventy-third session (1987), as well as decisions by the Governing Body at its 238th and 243rd sessions;

Conventions and recommendations concerning vocational rehabilitation and employment of the disabled (including drug-dependent persons).

WHO Resolutions adopted by the World Health Assembly and the WHO Executive Board and regional committees: WHA 42.20; WHA 39.26; WHA 37.23 etc.

Recommendations

102. Chapter IV of CMO is entirely devoted to treatment and rehabilitation. It makes a number of specific recommendations to WHO, the Division of Narcotic Drugs, CSDHA/CPCJB, UNICRI, ILO, UNESCO and the regional commissions.

B. Current activities

DND 5/

103. The Division:

(a) Studies treatment, rehabilitation and social reintegration aspects (these are also considered in the regional workshops organized to promote the utilization of community resources and the enlistment of private, religious and other groups for demand reduction, and the prevention of relapse) [3.5 (ii)];

(b) Disseminates information on the usefulness and limitations of treatment programmes implemented world wide at the local and national levels through specialized technical publications, such as the Bulletin on Narcotics [4.3 (i-iii) and 4.4 (i)].

For current activities in scientific and technical assistance, see also paragraph 45 above.

INCB

104. The subject of this chapter is not covered by any specific activities in the INCB programme beyond the general function of the Board to ensure that the relevant provisions of the treaties concerning treatment and rehabilitation are implemented by Parties. Resources for such activity are included in paragraph 55 above.

UNHCR

105. The Office of the High Commissioner:

(a) Provides counselling to drug users;

(b) Assists with detoxification and drug treatment within the framework of national programmes;

(c) Arranges for admission and treatment in national institutes and health centres;

(d) In one country refugee programme includes opium detoxification centres in three locations.

Some non-governmental organizations working with refugees under the aegis of UNHCR fund their own activities in some of these domains, such as counselling.

WFP

106. To some degree, food assistance of the World Food Programme can also serve to support institutions dealing with the rehabilitation of drug addicts. In the past WFP has supported a project of this type in the Lao People's Democratic Republic. While useful in principle, application of food aid in this way is limited in practice because of the relatively small numbers of patients reached by any one project. The WFP is prepared to offer support to any type of sizable drug reduction or rehabilitation programme in which food aid could make a meaningful contribution to cover needs for food.

ILO

107. Programmes are aimed at introducing, upgrading and improving basic rehabilitation and social reintegration policies, strategies, programmes and services for recovering addicts. Relapse prevention is emphasized. Handbooks, monographs and guidelines on formulation of policy, legislation, selection of responses and evaluation are produced. Staff training and development of training material is a central activity. More community-oriented activities, non-governmental organization participation, adaptation of various approaches, work preparation schemes, self-help, utilization of volunteers etc. are being emphasized.

WHO

108. The organization:

(a) Promotes national and regional treatment programmes matched to specific conditions in countries;

(b) Promotes training on diagnosis, treatment and rehabilitation in pre-qualification curricula for health workers and develops materials for post-qualification training;

(c) Assesses efficacy of methods for identification and management of drug abuse and drug dependence at primary health-care level and stimulates development of cost-effective programmes;

(d) Develops methods for assessing quality of care in drug abuse treatment facilities.

C. Allocations and appropriations

109. Current resources are as follows:

DND RB $US 265,300 (1990-1991)
XB $US 35,000 (1988-1989)

INCB See paragraph 104 above

ILO RB $US 560,000 for 1990-1991
XB $US 907,000 for 1988-1989
XB $US 1,867,000 for 1990-1991

WHO RB $US 700,000 for 1990-1991
XB $US 710,000 for 1988-1989

(These figures are approximations based upon estimates of proportions of total activities on prevention and control of alcohol and drug abuse; they also aggregate country, intercountry, regional, interregional and global expenditures.)

D. Activities mandated but not yet, or not fully carried out

DND

110. The Division, as secretariat of the Commission on Narcotic Drugs, will:

(a) Monitor progress on implementation of the Global Programme of Action concerning treatment and rehabilitation and, where appropriate, co-ordinate follow-up action;

(b) Report to the Commission on Narcotic Drugs to help examine feasibility of elaborating an intensified instrument on reduction of illicit demand as well as for treatment and rehabilitation (S-17/2, para. 17);

(c) Provide clearing-house functions on effective policies and techniques, programme modalities and resource materials for the treatment, rehabilitation and occupational reintegration of former drug addicts (S-17/2, para. 31);

(d) Render assistance to interested States in their programmes for treatment and rehabilitation of drug abusers (S-17/2, para. 32);

(e) Provide advice, information and proposals on training programmes, new methods and techniques relating to treatment, rehabilitation and reintegration of former addicts (S-17/2, para. 33);

(f) Develop and assist in basic level testing facilities attached to treatment and rehabilitation services, including training of staff (S-17/2, paras. 32 and 33).

Strategies

DND

111. In respect of future action, the Division will focus attention on the requirement for closer working co-operative relationships, including joint planning, implementation and evaluation of expanded projects with other

relevant entities within the United Nations system, with a view to fostering and supporting more effective treatment and rehabilitation efforts. Recognizing that much more needs to be done in this field and with a view to maintaining the intergovernmental recognition and commitment for strengthened treatment programmes, the following will be addressed in particular: promotion of research and training, development of existing expertise, consciousness and awareness-raising among the general public, facilitation of exchange of information, preparation and dissemination of specialized manuals, all seeking increased effectiveness of social reintegration endeavours; the development or strengthening of basic testing facilities attached to detoxification and treatment and rehabilitation centres. To help address this important aspect of the drug abuse phenomenon, based on decades of experience in international drug control, contacts with government authorities, experts and researchers and a network of interaction with relevant groups and organizations, the Division will spearhead co-ordination within the United Nations system of a sound humane multidisciplinary approach and constantly seek the enhancement of international co-operation towards genuine social reintegration for the benefit of individuals, communities and nations.

INCB

112. See paragraph 104 above.

UNICRI

113. Target 34 of CMO calls upon UNICRI and WHO to consider preparing guidelines for the treatment of drug addicted offenders.

ILO

114. Community participation is essential in developing effective rehabilitation and social reintegration programmes. Strategies are to be developed to motivate and facilitate participation and utilization of all available community resources in such programmes. Family intervention programmes are to be further improved, with the special aim of mobilizing women in rehabilitation efforts. In-depth research is to be launched into the key area of relapse prevention with the aim of developing guidelines and training material. A range of training and orientation programmes are to be developed and conducted for policy-makers, programme planners and service providers in all regions. Models are to be set up to demonstrate the role and practical value of a variety of rehabilitation and after-care techniques and approaches.

WHO

115. The organization assesses efficacy of treatment and management of drug abuse and drug dependence in widest possible range of settings, with a view to promoting comprehensive approaches to treatment; facilitating access to drug abuse treatment facilities; developing methods for treating health emergencies and co-morbid physical and psychiatric conditions associated with drug abuse

and drug dependence; promoting integration of self-help and other community approaches to drug abuse into primary health-care systems; developing methods for enhancing drug abuse treatment in special settings (e.g. prisons, work-places); developing methods for monitoring effectiveness of drug treatment systems.

E. Additional resources required

116. For implementation of the plan, additional funding will be needed as follows:

		$US
DND	October 1990-December 1991	
	RB	45 200
	XB support for projects/seminars on rehabilitation, fellowships	100 000
	1992-1993 (and onwards)	
	RB	74 500
	XB support for projects/seminars on rehabilitation, fellowships	200 000
INCB	See paragraph 104 above	
UNICRI	XB $US 180,000	
ILO	RB $US 400,000 (1990-1991)	
	XB $US 4,000,000 (1990-1991)	
WHO	$US 3,000,000 (1990-1991)	

IV. ELIMINATION OF THE SUPPLY OF DRUGS FROM ILLICIT SOURCES

117. Activities under this chapter cover the identification of illicit narcotic plant cultivation and of the illicit manufacture of psychotropic substances, their elimination and the redevelopment of areas formerly under illicit drug crop cultivation.

118. In so far as the identification of illicit cultivation is concerned, the most serious handicap for law enforcement agencies is that planting occurs in areas which are difficult to control. The opium poppy, coca bush and cannabis plants are often grown interspersed with other plants, which makes locating and eliminating them even more difficult. The elimination of illicit cultivation should be carried out by methods that do not adversely affect the environment.

119. The continuing increase in the amounts of substances (precursors and specific chemicals) used for the illicit manufacture of narcotic drugs and psychotropic substances has made it necessary to watch suspect movements of such materials and to place under control those substances that are frequently used in illicit manufacture. This control activity requires support from increasingly sophisticated intelligence systems and networks.

A. Mandates

120. Activities are conducted under instruments and resolutions, as follows.

Conventions

121. The 1961 Convention, as amended (art. 22), and the 1971 Convention (art. 21) address the question of elimination of supply from illicit sources. The 1988 Convention proposes, inter alia, measures to eradicate illicit cultivation (art. 14).

DND 1961 Convention: inter alia, article 8
1971 Convention: inter alia, articles 16 and 17
1988 Convention: inter alia, articles 14, 20 and 21

Resolutions

DND General Assembly resolutions 40/121, paras. 2 and 13; 43/122, part I, para. 10

Economic and Social Council resolutions 1988/9, annex B, paras. 9 and 11; 1989/20, para. 6

(Subsequent to the preparation of the programme budget for the biennium 1990-1991): Assembly resolutions 44/140, paras. 6, 7, 9 and 11; 44/142, para. 9; S-17/2, paras. 38, 96 and 97

UNIDO Governing Body resolutions

IFAD General Assembly resolutions 38/39 and 40/122

Recommendations

122. The CMO, chapter II, concerning control of supply, also covers (in particular, in targets 14 to 16) identification and elimination of illicit narcotic drug cultivation and redevelopment of the areas formerly used for this purpose. It is proposed that reports on such activities should be made annually to the Commission on Narcotic Drugs. Such activities involve the Division of Narcotic Drugs of the Secretariat, UNFDAC, UNEP, FAO and WHO.

FAO Recommendations of (a) FAO Council (ninety-first session, June 1987); (b) Conference of FAO (twenty-fourth session, November 1987); (c) CMO targets 14, 15 and 16; and (d) Council resolution 1988/9.

IFAD CMO II (16).

B. Current activities

DND 5/

123. The Division: collects information and assesses available eradication techniques and recommendations for environmentally safe eradication methods [2.4 (vi), 3.3]; the Division has overall responsibility for the planning and execution of a joint DND/FAO project for detection of illicit cultivation of the three major illicit plants (opium poppy, coca bush and cannabis) by remote sensing (satellite or radar satellite) [3.2 (v)].

INCB

124. The subject of this chapter is not covered in any specific activities in the INCB programme beyond the general function of the Board to ensure that the relevant provisions of the treaties concerning elimination of the supply of drugs from illicit sources are implemented by Parties. Resources for such activity are included in paragraph 55 above.

DTCD

125. A project is under way for rural integration and development of mountainous regions.

UNHCR

126. In the context of the Afghan repatriation programme, the Office of the High Commissioner ensures that projects do not benefit opium poppy cultivation and that all project agreements include clauses to the effect that the implementing agency will not commence any projects where it cannot be guaranteed by the local

counterpart authority that the project's expected outcome will not benefit directly opium poppy cultivation and that the implementing agency will halt all existing assistance activities if it becomes evident that the project will directly benefit local opium poppy cultivation.

WFP

127. Project food aid of the type provided by the World Food Programme, can support national and international efforts in the field of drug abuse control, although, so far, its use for this purpose has been limited. To date, the main application for WFP food assistance in this field is in support of integrated rural development schemes, aiming at the substitution of illicitly grown opium poppy by other agricultural products. WFP food assistance can serve a dual purpose: it can provide supplementary food rations to the local farmers participating in the scheme or finance the cost of labour, and it can support law enforcement measures.

128. At this time, the so-called poppy clause (designed in co-operation with UNFDAC) is the primary focus of the contribution of the World Food Programme to the control of international drug abuse. The clause is inserted into the Plan of Operations, which is the project agreement to which recipient Governments and WFP are signatories. An example of this clause reads as follows:

> "In conformity with the provisions of the law on prohibition of opium poppy cultivation already in force in North-West Frontier Province of Pakistan, the Government will ensure that no inputs to this project shall be used directly or indirectly on land where opium poppy is still illicitly grown. WFP retains the right to suspend further support to the project, at least in those areas, in case of non-observance of the above conditions".

129. Arrangements of this kind are currently in operation in three projects in Pakistan. While not strictly designed as crop substitution projects, the poppy clauses contained therein represented a specific disincentive to project participants to continue growing illicit crops. These projects are:

Assistance to the Tarbela and Mangla Watersheds ($US 18.7 million)

Rural Development Works in the North-West Frontier Province ($US 18.9 million)

Watershed Management in Dir and Swat Districts ($US 4.6 million)

Government support is a key element in ensuring the success of the poppy clause.

130. WFP also plays a low-key but useful role as a supporting player to UNFDAC activities in Bolivia and Peru. For example, in Bolivia the Programme has a project, "Rural Sanitary Infrastructure", costing $US 16.1 million, which focuses on areas in which UNFDAC is trying to tackle the problem of finding alternatives to the coca crop.

FAO

131. The organization views its role in relation to the elimination of the supply of drugs as essentially demand-driven, i.e. strictly dependent on requests for assistance either from the Governments of member States or from funding institutions.

132. FAO maintains a stand-by technical capacity to advise national authorities in the following fields:

(a) Use of remote sensing activities for the collection and assessment of basic information on drug production aspects (CMO target 14);

(b) Environmentally safe application of herbicides for the eradication of drug crops (CMO target 15);

(c) Redevelopment of areas formerly under illcit drug crop cultivation (CMO target 16).

133. Inasmuch as the techniques and conceptual approaches in the above three areas are well known and tested, they do not call for new activities of the usual regular programme scope (standard-setting, investigation, promotion of governmental concertation etc.). Thus, beyond this stand-by capacity, FAO has a "Focal Point" official who regularly participates in ad hoc Inter-Agency Meetings on Co-ordination in Matters of International Drug Abuse Control, normally held twice a year and who is responsible for co-ordination within the organization for such matters.

UNIDO

134. See project on opiates, India (para. 54).

WHO

135. The organization collects information for the identification of economically viable medicinal plants to replace illicit narcotic plant cultivation.

C. Allocations and appropriations

136. Current resources are as follows:

DND RB $US 280,300 (1990-1991)

XB $US 129,000 (1988-1989) (expert group meetings on remote sensing and crop eradication)

INCB See paragraph 124 above

DTCD XB $US 1,700,000

D. Activities mandated but not yet, or not fully carried out

DND

137. The Division, as secretariat of the Commission on Narcotic Drugs, will:

(a) Monitor progress on implementation of the Global Programme of Action concerning the elimination of the supply of drugs from illicit sources and, where appropriate, co-ordinating follow-up action;

(b) Advise and support national authorities in implementation of field projects for the elimination of the supply of drugs from illicit sources;

(c) Monitor programmes of identification of illicit crops by high-resolution satellite imagery and aerial photography (S-17/2, para. 38 (a) and Council resolution 1988/9 B, para. 9);

(d) Develop guidelines and assistance to Member States in connection with clandestine laboratory operations, including detection techniques and training to strengthen their law enforcement and criminal justice systems to enable them to fulfil effectively their obligations under articles 12 and 13 of the 1988 Convention (CMO, II, target 13, paras. 186-187; Assembly resolution S-17/2, paras. 52 and 60);

(e) Promote collaborative research programmes for the evaluation and development (field trials) of safer and specific chemical and biological control agents for the eradication of the three narcotic plants (CMO, II, target 15, para. 208; S-17/2, para. 38);

(f) Advise Member States at their application.

Strategies

DND

138. The Division will evaluate available scientific and technical know-how on such key techniques as satellite imagery and aerial photography for the detection of illicit narcotic plantations and their eradication, following a careful assessment of available efficient and safe chemical and biological control agents, as well as of their potential environmental effects.

139. In doing this, the Division will draw on available knowledge and research capacity of advanced institutions and will propose and co-ordinate further research and practical trials in both subjects as an inter-connected international programme. Expert advice in the form of consultancies and workshops will be provided to Member States, upon request, to make use of such techniques. The Division will also act as a monitoring agency of crop detection and eradication programmes.

140. In addressing illicit sources of supply, the Division's ongoing technical and scientific advisory services to Member States will be significantly widened to address the detection and seizure of clandestine laboratories.

INCB

141. See paragraph 124 above.

E. Additional resources required

142. For implementation of the plan, additional funding is needed as follows:

			$US
DND	October 1990-December 1991		
	RB		90 300
	XB	EGMs on safe eradication and satellite detection, consultants, production of imagery	500 000
	1992-1993 and onwards		
	RB		149 000
	XB	Technical meetings on satellite detection and monitoring implementation of safe eradication programmes, consultants, production of imagery	2 000 000

INCB See paragraph 124 above

FAO Future requirements in terms of inputs, time scales and specific activities in support of national Governments cannot be anticipated at this stage. Much will depend on overall progress achieved under the proposed action programme and the extent to which member States and funding agencies utilize FAO capacity to formulate and implement integrated rural development and crop substitution programmes.

Any eventual field activities would of course have an impact on the regular programme of FAO in terms of information gathering and technical back-stopping requirements. Until such time as an expansion of field activities in this domain materializes, the only earmarking of RB resources, strictly speaking, is of 6 m/m of senior level professional staff for co-ordination and follow-up, limited travel funds and consultancies estimated up to $US 100,000 in a biennium.

While not discounting its importance as a component of the global struggle, FAO believes that measures curbing the demand for drugs and combating

trafficking would yield more lasting results than those aiming at supply reduction.

UNIDO $US 40,000 per project (costed in summary table at 1 project a year) to develop model projects for substitution of narcotic crop, by crops that will generate industrial products, such as: essential oil-bearing crops and medical plants, in line with UNIDO's present and ongoing programmes.

WHO RB $US 60,000 (1990-1991).

V. SUPPRESSION OF ILLICIT DRUG TRAFFIC

143. A major step forward was achieved in the fight against illicit drug trafficking with the adoption, in 1988, by a conference of plenipotentiaries, of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.1 and 2).

144. The immediate aim is the bringing into force of this Convention. Following this, many Member States will require assistance and advice to enable them to implement fully its provisions.

145. In addition to the original mandates deriving from earlier conventions or resolutions of the General Assembly, the Comprehensive Multidisciplinary Outline of 1987, 2/ and the Global Programme of Action adopted by the General Assembly at its seventeenth special session, both contain new mandates addressing various elements of the system, in particular the Division of Narcotic Drugs of the Secretariat, with respect to the suppression of illicit drug traffic. Additionally, previously existing mandates in this field have suffered severely in recent years from resource shortages and reassignment of staff to support the preparatory work leading to the adoption of the 1988 Convention and servicing of related meetings.

A. Mandates

146. Activities are conducted under instruments and resolutions as follows.

Conventions

147. For the purposes of the 1988 Convention, illicit traffic is broadly defined to cover a range of offences in connection with narcotic drugs and psychotropic substances (art. 3). The Convention also covers such legal procedures as confiscation of traffickers' assets, extradition, controlled delivery of illicit drug consignments, arrangements for cargos to be properly documented, labelled and handled by the commercial carriers concerned and the use of the mail. Clearly, this wide-ranging Convention confers mandates upon many elements of the United Nations system.

DND 1961 Convention: inter alia, articles 8 and 35, 36 and 37
1971 Convention: inter alia, articles 16 and 17
1988 Convention: inter alia, articles 5, 7, 12, 17, 20 and 21

INCB 1961 Convention: articles 9, 14, 15
1971 Convention: articles 18, 19
1988 Convention: articles 12, 13, 23

Resolutions

	General Assembly	Economic and Social Council
DND	40/121, paras. 2 and 13	1985/13, para. 5
	43/122, part I, para. 10 part II, paras. 3 and 5	1988/9, para. 7; annex C, paras. 14 and 15
		1988/11, para. 2
		1988/12, paras. 2 and 3
		1988/13, paras. 5 (c)-(h) and 6
		1988/15, paras. 2, 3 and 4
		1989/13, paras. 6 and 7
		1989/20, para. 6

(Subsequent to the preparation of the programme budget for the biennium 1990-1991): Assembly resolutions 44/140, paras. 6, 7, 9 and 11; 44/141, para. 2; 44/142, paras. 9 and 11; S-17/2, paras. 14, 46, 50, 52, 56, 59 and 60, 62-65, 69, 70, 73, 75, 77 and 78, 80 and 81, 84 and 85, 96 and 97

INCB Council resolution 1985/12

IMO IMO Assembly resolution A.16/Res.643

CSDHA/CPCJB

General Assembly resolutions 40/32 and 44/72.

ICAO ICAO Assembly resolution A27-12 (adopted in October 1989), notably clause 3, which urges the Council to continue its work in order to prevent illicit transport of narcotic drugs and psychotropic substances by air. The ICAO Assembly requested the Council to continue to follow closely the work of the United Nations and other agencies in the implementation of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control and to assure active co-operation of the Organization in the implementation of all programmes relevant for international civil aviation

WTO WTO Assembly resolution 240 (VIII) of 2 September 1989

Recommendations

DND CMO targets II (10), para. 165; 12, para. 179; 14, para. 198; 15, para. 207 and 208; III (17), para. 245; 18, para. 252; 23, para. 287; 26, para. 320

INCB CMO targets II (10), para. 164; II (12), para. 178

B. Current activities

DND 5/

148. The Division:

(a) Renders legal and related advice and assistance to Governments in the implementation of international treaties to reduce illicit traffic in narcotic drugs and psychotropic substances. [1.3 (i-vi)];

(b) Facilitates co-ordinated international counter-measures relating to the suppression of illicit drug traffic with those of relevant intergovernmental bodies and advice to such bodies [3.1];

(c) Publishes basic reports on the basis of information received annually from parties on the working of the conventions within their territories [1.1 (i) and 3.1 (i)];

(d) Publishes quarterly summary reports of significant seizures of narcotic drugs and psychotropic substances on the basis of information received, in order to clarify and chart the most recent trends and developments in illicit traffic [3.1 (ii)];

(e) Prepares meetings of the Commission on Narcotic Drugs as well as basic and limited preparation of meetings of subsidiary organs of the Commission dealing with illicit traffic and related matters [1.2 (i and ii) and 3.1 (iii)];

(f) Takes preliminary steps towards development of an international training strategy for law enforcement training and co-ordination of law enforcement training worldwide [3.2 (iii)];

(g) Performs initial research for development of drug law enforcement training manuals and related material [3.2 (iv and v), 4.1 (iii)];

(h) Takes part in limited planning, execution and provision of advisory services for specific drug law enforcement projects and assists in providing professional expertise and advice, upon request, to Governments, UNFDAC and other United Nations and intergovernmental bodies [3.3];

(i) Assists States in development of their technical and scientific laboratory testing services, including provision of laboratory equipment, material, methods and the training of personnel [2.1 (i-iv) and 2.2 (i-iv)];

(j) Assists law enforcement services in the areas of detection, handling and disposal of controlled drugs and precursors/chemicals used in the illicit production of controlled drugs [2.4 (i, v and vii)].

INCB

149. The Board's report to the Council (see para. 47 above) gives an overview of many aspects of the illicit drug traffic as analysed by the Board [1.1 (ii)]. In future, the Board's report will reflect its general analysis of the situation under the 1961, 1971 and 1988 Conventions.

150. The monitoring of licit movement (see paras. 48-50 above) often permits identification of attempted or successful diversions from licit channels to the illicit traffic [3.2 (ii) and 4.2 (ii)]. In view of this, the Board has developed a day-to-day consultation with national administrations permitting them to check that the need for the substance is genuine and the shipment documents authentic [3.2 (iii), 4.1 (iii) and 4.2 (iii)].

151. In the light of CMO target II (10), paragraph 164, the Board's secretariat has established a comparative collection of authentic import and export certificates which assists in detecting faked or forged documents for diversion to the illicit traffic [3.2 (iii) and 4.2 (iii)].

152. The Board has been entrusted with new functions under the 1988 Convention with respect to monitoring and assessing certain licitly produced substances that may be used in illicit manufacture and are themselves subject to illicit traffic [presently in 1.1, 4.4 and 4.5]. A new unit in the INCB secretariat will be entrusted with the work, and the INCB secretariat has already, with extrabudgetary funding, made preparations for these duties, including data collection from Governments and other sources [4.4 and 4.5]. This preparatory activity was undertaken also in the light of target II(12) of CMO.

153. In connection with those functions, the Board has also instructed its secretariat:

(a) To organise a special seminar in order to bring together drug control administrators and enforcement officials from some 30 countries to examine how States are preparing to implement their obligations under article 12 of the 1988 Convention [1.3 (i)(c)]. The meeting has been scheduled for June 1990;

(b) To convene an expert group meeting to study and clarify specific concepts in the provisions of article 12 [1.1 (iii) and (iv), plus 4.4 (i)].

154. In addition to monitoring substances covered under article 12, the Board has a particular mandate to monitor implementation of article 13 of the 1988 Convention, concerning trade in or diversion of materials and equipment for illicit production or manufacture [4.5].

CSDHA/CPCJB

155. The Centre:

(a) Fosters development of model treaties on mutual assistance in criminal matters, including drug trafficking and on the extradition of drug traffickers;

(b) Studies and promotes measures to protect the judiciary from any exposure and intimidation threatening its independence and integrity;

(c) Studies the linkages between illicit drug trafficking, organized crime and terrorist criminal activities.

These activities are being carried out as follow-up to the Seventh United Nations Congress for the Prevention of Crime and the Treatment of Offenders (General Assembly resolution 40/32). The Eighth Congress, to be held in August 1990, has been invited by the Assembly, in its resolution 44/72, to focus on the linkages between illicit drug trafficking, organized crime and terrorist criminal activities and may therefore increase the mandates of the Crime Prevention and Criminal Justice Branch of the Centre.

ICAO

156. The ICAO Assembly has requested the Council to propose, in the light of any further study that may be necessary, specific actions and measures, including the preparation of necessary guidance material on all drug-related problems that may be encountered in international civil aviation.

157. Following a review of the technical annexes to the Convention on International Civil Aviation and consultation with States, such guidance material will be developed to assist States in the implementation of existing provisions and further action they may wish to take to combat the illicit transport of drugs by air. These provisions cover such areas as aircraft operation, nationality and registration marks, minimization of protection of the airframe during search.

158. In December, 1989, the Council of ICAO approved amendments of annex 9, "Facilitation", to the Convention on International Civil Aviation. Many of these amendments to the Standards and Recommended Practices in that annex have the purpose to ensure that the facilitation provisions of the annex cannot be used as a protection to drug traffickers nor would constitute a hindrance to the work of law enforcement agencies.

159. All Contracting States have been called upon by the ICAO Assembly to continue their efforts to prevent the illicit trafficking of drugs by air, to take appropriate legislative measures to ensure that the crime of illicit transport of narcotic drugs and other psychotropic substances by air is punishable by severe penalities and to become Parties, as soon as practicable, to the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances.

UPU

160. Since 1988 the Universal Postal Union has been training postal officials in detection of postal items containing narcotics. These activities are conducted jointly with Interpol and the Customs Co-operation Council: 1988 for the Asia and Pacific region and 1990 for the Latin America region. Financial support is provided by UNFDAC, Vienna, supplemented by UPU provision of mission and travel expenses for a consultant-lecturer post offering a course for the Latin America region (planned for 1989 but postponed to January 1990).

IMO

161. To help curb the smuggling and use of drugs at sea, IMO is working with others to overcome this growing problem that extends beyond national borders. IMO has drawn up guidelines primarily aimed at shipowners and shipmasters designed to control drug abuse on board ships and the illicit traffic of drugs (IMO FAL.5/Circ.1/Rev.1 of 26 November 1987). The publication of a small brochure entitled "Drugs on board, the fight against drug traffickers and drug users" is under preparation and will be targeted for shipboard reading by crew members. IMO continues to give a high degree of priority to the study of measures to prevent and eliminate the possible use of illicit drugs and the abuse of other drugs or substances by crew members and others employed to assist with shipping operations.

C. Allocations and appropriations

162. Current resources are as follows:

DND RB $US 1,384,600 (1990-1991)
XB $US 1,681,000 (1988-1989)

INCB RB $US 661,400 (1990-1991)
XB $US 70,000 (1988-1989)

D. Activities mandated but not yet, or not fully carried out

163. The Division is active in the areas listed below.

DND 1. Mechanisms for regional and interregional co-operation

(a) Provision of further in-depth preparation of the four annual regional meetings of HONLEA, including, from 1990, the addition of Europe, and the two annual meetings of the sub-commission, to enhance their capability as mechanisms for co-ordination and co-operation in law enforcement and expanded training programmes at the regional and interregional levels, ensuring consistency of training methods in law enforcement, investigative procedures, interdiction and narcotics intelligence (CMO target III (26), General Assembly resolutions 44/141, para. 2; and S-17/2, para. 59);

(b) Participation in review of regional and international law enforcement activities funded or sponsored by the United Nations and those of intergovernmental organizations, and unregional arrangements to ensure a coherent approach to law enforcement activities within the context of the Global Programme of Action (Assembly resolution S-17/2, paras. 84 and 85);

(c) As secretariat of the Commission on Narcotic Drugs, monitoring of progress on implementation of the Global Programme of Action concerning the suppression of illicit traffic and co-ordination, where appropriate, of follow-up actions (S-17/2, para. 97);

2. Repository of expertise

(d) Support of the Commission on Narcotic Drugs in considering the establishment of a register of available anti-drug services which could be made available to requesting States (S-17/2, para. 84);

(e) On the basis of information furnished to the Secretary-General by parties to the drug control treaties (1961 Convention, arts. 18 and 35; 1971 Convention, art. 16; and 1988 Convention, art. 20), preparation and dissemination of more substantive information material on significant cases of illicit traffic illustrating the new trends disclosed, the quantities involved, the sources from which the substances are obtained, or the methods employed by traffickers to encourage concerted efforts at the national, regional and interregional levels to counter illicit traffic;

(f) Development and management of a comprehensive global information system on illicit traffic, by region, on the basis of reports received (1961 Convention, art. 35; 1971 Convention, art. 18; and 1988 Convention, art. 20. Support of Governments in developing methodology for the collection and analysis of data (Council resolution 1988/13, paras. 5 (e) and (f), and para. 6);

(g) Assistance to law enforcement services in the areas of detection, handling and disposal of controlled drugs and precursors/chemicals used in the illicit production of controlled drugs (2.4 (vii)); (included in the budget for the biennium 1990-1991 but cannot be implemented owing to staff reduction);

3. Treaty implementation

(h) Preparation of operational handbooks, brochures on the modus operandi of the functioning of the Convention so as to enhance its provisional application and its early entry into force (including information on co-ordinating agencies at the national level, channels of communication, designated authorities for confiscation, mutual legal assistance requests, acceptable language of requests etc.) (44/140; S-17/2, para. 5; and 1988 Convention, art. 5, para. 4 (d); art. 7, para. 9; and art. 17, para. 7);

(i) Preparation of national, subregional, regional and interregional projects to assist States to amend existing legislation or enact new legislative measures and adjust their administrative infrastructure and practices so as to be in a position to become Party to the 1988 Convention and effectively implement its provisions;

(j) Provision of assistance, particularly in training, to authorities and agencies responsible for treaty implementation at the national level, including judges, prosecutors, customs, police and financial control organs; development of legal and practical model programmes for protection of judges, prosecutors and witnesses, and of practical guidelines for prosecutors and judges, particularly on making and executing requests for extradition, mutual legal assistance and confiscation of assets from other States; and development of model training programmes for judges and prosecutors (44/140, para. 9; S-17/2, para. 52; and Council resolution 1989/13, para. 7);

(k) Provision of advice, legal and technical assistance and furnishing of appropriate texts of laws and regulations (published in the United Nations E/NL/- series of documents and available from the Division of Narcotic Drugs) on extradition, mutual legal assistance and asset confiscation or other provisions of the 1988 Convention (art. 5, para. 4 (e); art. 20, para. 1 (a)); preparation of model legislation profiles and model drafting instructions, wherever appropriate, to assist States in adjusting their national legislation with the provisions of the 1988 Convention (S-17/2, para. 75);

4. Confiscation of assets and monitoring of financial flows

(l) Promotion with Customs Co-operation Council and ICPO/Interpol, of exchanges of information between Governments and regulatory or investigative agencies on the financial flow of illicit drug proceeds (S-17/2, para. 64);

(m) Development of a repository of laws and regulations on money laundering, currency reporting, bank secrecy and confiscation (S-17/2, para. 65; 1988 Convention, art. 5, para. 4 (e));

(n) Development, in co-operation with banking/financial and other relevant institutions, of guidelines, preventive procedures, banking practices and other measures designed to prevent banking and financial institutions from money laundering and to make information on possible courses of action available to requesting States (S-17/2, paras. 63, 65 and 73; Commission on Narcotic Drugs resolutions 1 (XXX), 1983, paras. 2 and 3; and 3 (S-VIII), 1984, paras. 1, 6 and 9 (b));

(o) Preparation of guidelines for the negotiation of bilateral and multilateral agreements and arrangements to facilitate and enhance the effectiveness of international co-operation regarding the investigation of financial activities involving illicit drug trafficking, the rapid exchange of information on transborder laundering schemes, techniques and experience; promotion of such knowledge through training of those involved in the investigation and prosecution process, as well as financial institutions, the professions and

other relevant entities (S-17/2, para. 69; Council resolution 1980/21, paras. 1 and 2; CMO target III (23); 1988 Convention, art. 5, para. 4 (g));

(p) Support of the Commission on Narcotic Drugs in its consideration of the establishment of a facility to strengthen the gathering, collation and exchange of information on the financial flows from drug-related activities (S-17/2, para. 70);

5. Transit States

(q) Assistance in identifying methods and routes used for transit traffic of illicit narcotic drugs and psychotropic substances to enhance interdiction capability of States on such routes (44/142, para. 11; 1988 Convention, art. 9, para. 2 (b)). Provision of advice and co-ordination of assistance to transit States to strengthen their interdiction capabilities and facilitate the exchange of information on experience gained to combat transit traffic (Assembly resolution 39/143, paras. 5-6; Council resolution 1987/105, para. (a), CMO target 10);

6. Channels of communication

(r) Publishing periodically of a register of focal points and agencies established to ensure effective and rapid exchange of information at the regional and interregional levels, further training of personnel, maintaining means of communication and acting upon information transmitted (Assembly resolutions 38/122, para. 4 and S-17/2, para. 14; Council resolution 1988/13, paras. 5 and 6; 1988 Convention, art. 9, para. 1, particularly subpara. (a);

7. Controlled delivery

(s) Preparation of guidelines on practical ways, including legislative and other measures, to put into effect controlled delivery and to organize regional training courses for law enforcement and judicial officers to instruct them in techniques of surveillance and co-ordination of controlled delivery (CMO target III (18); 1988 Convention, art. 11);

8. Training

(t) Identification of law enforcement training requirements; development, organization and co-ordination of drug law enforcement training programmes regarding law enforcement techniques and administrative practices, according to regional needs (Assembly resolutions 43/122, para. 8 and S-17/2, para. 78); support of co-ordination of inter-State technical assistance in training (S-17/2, para. 81);

(u) Further development of calendar of training seminars to provide a comprehensive annual plan of activities, fill lacunae in training opportunities and provide better spread of available training resources. Planning and co-ordination of such activities and programmes with interested intergovernmental organizations and national agencies, by region (S-17/2, paras. 88 and 81);

(v) Establishment, with CCC, ICPO/Interpol and other interested agencies, as a matter of priority, of a long-term international drug law enforcement training

strategy, to inter alia, improve training techniques, tools and materials and develop training manuals (Assembly resolution 43/122);

(w) Functioning as a clearing-house for information on drug law enforcement training programmes (S-17/2, para. 80). Organization, with CCC and ICPO/Interpol, regular regional and interregional training courses on drug detection techniques and traffickers' modus operandi for customs and law enforcement officers, national tourist agencies and other officials and agencies; training of enforcement personnel in improved techniques of search and security and advice to commercial carriers and port authorities to improve employee integrity and security (S-17/2, para. 8; Council resolution 1985/13, paras. 1 and 5; CMO targets II (12) and III (17); 1988 Convention, art. 15; Second Interregional HONLEA 1989, recommendation 10).

Strategies

DND

164. As so much of the work of the Division on the subject of illicit drug traffic is either newly mandated or has suffered severely from resource shortages in recent years, an outline of strategy to rapidly impact this field (on the premise of additional resources being made available) is proposed at this juncture. This is done bearing in mind paragraphs 1 of 2 of General Assembly resolution 44/141, which resolves that the United Nations should be the main focus for concerted action against illicit drugs and agrees to strengthen the capability of the United Nations to achieve more efficient and co-ordinated co-operation at the international, regional and national levels against the threats posed by illicit narcotic drugs and psychotropic substances.

165. The strategy reflects and is based on the regional concept, already established in the system of regional meetings of heads of national drug law enforcement agencies (HONLEA) and the Sub-Commission on Illicit Traffic and Related Matters in the Near and Middle East.

166. Co-ordination of the existing activities of United Nations entities, governmental and non-governmental organizations, and international, regional and other bodies is stressed, with the Commission on Narcotic Drugs being called upon to provide this co-ordination. The aim should be a balance of activities across the spectrum of mandates. Duplication of effort should be identified and redirected, just as weakness or absence of activity should be highlighted and remedied. This can be best effected in close conjunction with Member States, through activities designed to meet the differing needs of the various regions.

167. Thus, the Division of Narcotic Drugs of the Secretariat proposes to designate a senior planning and evaluation officer, each initially for the African, Asia and Pacific, Latin America and Caribbean regions, with prime responsibility for co-ordinating the identification of needs in the law enforcement sector within these regions with their members (in close co-operation with UNFDAC), the finding of solutions and their implementation, utilizing the resources of the Division and reporting on this activity through the HONLEA meeting system.

168. A considerable portion of the Division's activity will be concentrated on assisting States to adopt the necessary legislative and administrative measures to become Parties to the 1988 Convention and to implement fully its provisions. The provisions of the Convention must be adopted by all States at the earliest opportunity in order to achieve maximum impact against illicit traffic. The Division is developing a computerized information system to provide assistance at the global, regional and country levels with a view to promoting ratification of the 1988 Convention, to assess legal and related assistance needs and to identify practical implementation problems as they emerge.

169. All recent mandates require and urge measures to counter the laundering of the proceeds of illicit drug traffic and for the confiscation of such assets. A significant collaborative project, based on the recruitment of four professionals and utilizing consultant experts in this field, is proposed to derive the fullest advantage from these measures, the ultimate aim being the effective use of asset tracing, freezing and confiscation powers by all countries of all regions, complemented by practical measures within the banking system, financial institutions and the accounting and legal professions, in order to provide no refuge for the profits of drug trafficking.

170. A further strategic theme will be to maximize the effectiveness of interdiction and law enforcement through enhanced skills, expertise and performance of personnel to ensure more effective use of channels of communication, intelligence and information systems, as well as the use of interdiction techniques such as controlled delivery. The regional framework will be particularly important in this respect.

171. Finally, training is the area that in recent years has suffered the most through staff shortages in the Division. Much of the training will cover the specialized and more sophisticated techniques mentioned in preceding paragraphs, where concentrated and carefully directed guidelines and education are needed. At the same time there remains a widespread need for basic, even rudimentary training on the nature of drugs themselves and drug enforcement skills and techniques. This applies especially to transit countries newly afflicted by the changing, and "ballooning", patterns of illicit drug traffic that invariably carry abuse problems in their wake. These two main training thrusts demand a comprehensive, structured programme (linked with provision of technical equipment), incorporating, and where necessary rationalizing the many training activities already in place from a wide variety of sources. Many recent mandates and particularly the Global Programme of Action urges the co-ordination of law enforcement training world-wide by the Division in different regions. This, particularly the establishment of a long-term international drug law enforcement training strategy, can only be achieved in an acceptably rapid time-scale if adequate resources are made available.

172. Some of the additional activity of the Division resulting from enhanced resources will be required for limited periods only; the numbers needed for rapid achievement of a comprehensive training framework and programme can, if initially adequate for the task, be reduced, with the functions of maintaining the programme now introduced being devolved to regions by the end of 1993. It is also proposed that the training co-ordinators for the African, Asia and Pacific, Latin America

and Caribbean and Near and Middle East regions be funded through extrabudgetary resources.

173. The Division will intensify its advisory and support services to national and regional forensic chemistry laboratories. These institutions play an increasingly important role within the rapidly changing national and international drug control and criminal justice systems. They are required to provide reliable and accurate proof for court proceedings on the nature and content of any material seized from the illicit traffic. To assist them to comply with these added responsibilities, the Division will intensify its assessment of national and regional needs for laboratory services to analyse seizures with the aim of providing assistance where needed, including improvement of staff skills. High priority will also be given, through consultancy missions and in collaboration with reputable national experts and institutions, to providing advice and assistance in the areas of detection, handling and disposal of seized controlled drugs and precursors/chemicals.

INCB

174. The Board had estimated that the full implementation of article 12 of the 1988 Convention would require 11 Professional and 5 General Service staff members [4.4]. Since these resources cannot be provided immediately, it is suggested that they should remain as an objective to be attained gradually. In the mean time, the existing unit nucleus of two Professional posts and one General Service post should be immediately reinforced by three additional Professional and three General Service posts to permit more detailed analysis and monitoring of the substances brought (or to be brought) under international control by the 1988 Convention.

175. As is the case with other activities identified by the Board and confirmed by the General Assembly in its Global Programme of Action (see chap. I above), activities which the Board has included as part of its future mandate under the 1988 Convention have been singled out in the Global Programme of Action as requiring particular emphasis: monitoring and control of precursors and material and equipment used in illicit drug manufacture (para. 45) and the technical advice the Board is invited to extend to States to further the aims of the 1988 Convention (para. 49) [currently 1.1, 4.4 and 4.5]. The additional resources referred to in the preceding paragraph should permit a proper start at implemention of those activities. The additional resources required to carry out those activities are reflected in section E below.

UNICRI

176. It is the intention of UNICRI, pursuant to its mandate, to strengthen its involvement in research aimed to formulate guidelines for improved drug-abuse-related criminal policies, which take into account not only the potentials but also the limits of the criminal justice system. The Institute hopes to submit draft proposals in this regard to the first meeting, expected to take place in 1990, of its Board of Trustees, which is in the process of being formed consequent to Economic and Social Council resolution 1989/56 whereby the Council adopted a Statute of the Institute. These proposals will build upon previous work undertaken by the Institute, including an international survey on drug-related

penal measures, which resulted in the publication in February 1988 of a book entitled Drugs and Punishment.

WTO

177. Implementation of WTO assembly resolution 240 (VIII) requires basic research in the six WTO regions; six regional seminars/workshops; and thereafter publication of specific manuals for tourism staff.

E. Additional resources required

178. In implementation of the plan, additional funding is needed, as follows:

			$US
DND	October 1990-December 1991		
	RB		511 700
	XB	4 regional training co-ordinators and programme development officers	
		EGMs on difficulties of implementation of 1988 Convention seminars and fellowships	900 000
	1992-1993 (and onwards)		
	RB		844 000
	XB	4 regional training co-ordinators and programme development officers	
		EGMs on difficulties of implementation of 1988 Convention seminars and fellowships	1 400 000
INCB	October 1990-December 1991		
	RB		138 600
	1992-1993		
	RB		219 700

UNICRI
UNAFEI
HEUNI
ILANUD
UNAFRI

The United Nations interregional institutes provide advice and legal and technical assistance to enable States to adapt their national legislation to international conventions and decision dealing with drug abuse and illicit trafficking [Assembly resolutions A/S-17, para. 75; 40/32, paras. 10 and 12; Seventh Congress, Guiding Principles, paras. 6, 37 and resolution 1; Council resolutions 1988/44, 1989/63, paras. 3 and 4, 1989/68]

Financial requirements (XB) for each institute: 1 Social Affairs Officer, 1 GS, travel

		1990-1991 (15 months)	1992-1993 onwards
	XB	$US 890,000	$US 1,480,000

UNICRI — $US 650,000 over 5 years

WTO — XB — $US 40,500 for 1990-1991

$US 78,000 for 1992-1993

Notes

1/ Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987 (United Nations publication, Sales No. E.87.I.18), chap. I, sect. B.

2/ Ibid., chap. I, sect. A.

3/ United Nations, Treaty Series, vol. 976, No. 14152.

4/ Ibid., vol. 1019, No. 14956.

5/ Carried out by the Division of Narcotic Drugs (DND) within regular budget resources appropriated by the General Assembly for the biennium 1990-1991 and supplementary extrabudgetary resources. Text in square brackets refers to programme elements and outputs under the 1990-1991 approved budget.

In addition to the current activities listed, the Division provides:

(a) Substantive servicing to the Commission on Narcotic Drugs and its subsidiary organs [1.2, 3.1 (iv)];

(b) Similar services arising from resolutions and decisions of legislative organs [20.1, 3.1 (iv), 4.1 (ii)];

(c) Scientific, technical, legal, bibliographical and general information, advice and services on drug abuse control, upon request, to interested parties [2.5, 3.3 and 4.4].

Annex I

RESOURCE ALLOCATIONS AND ADDITIONAL REQUIREMENTS: OVERVIEW

(See plan for explanations and details)

(United States dollars)

UNFDAC - total project expenditures	20 640 000	(1988)
(annual: all extrabudgetary)	39 349 800	(1989 estimate)

United Nations budget (biennial) (i.e. DND, INCB secretariat)	Current allocations	Additional requirements (remainder of 1990-1991)	Additional requirements (1992-1993 onwards)
Chapter I	4 005 900	582 100	945 100
Chapter II	958 600	511 700	844 000
Chapter III	265 300	45 200	74 500
Chapter IV	280 300	90 300	149 000
Chapter V	2 046 000	650 300	1 063 700
Totals (chapters I-V)	7 556 100	1 879 600	3 076 300

Annex II

RESOURCE ALLOCATIONS AND ADDITIONAL REQUIREMENTS: SUMMARY TABLES

(See plan for explanations and details)

(United States dollars)

Chapter I. STRENGTHENING THE LICIT DRUG CONTROL SYSTEM

United Nations entity	Mandates	Current resources		Additional resources required	
		Regular budget (1990-1991)	Extrabudgetary (1988-1989)	Regular budget (1990-1991 biennium onwards)	Extrabudgetary
DND	1961, 1971 and 1988 Conventions	1 449 900	4 500	346 200 (1990-1991)	200 000 (1990-1991)
	CMO, chap. II			571 000 (1992-1993)	400 000 (1992-1993)
INCB	1961, 1971 and 1988 Conventions	2 556 000	280 000	235 900 (1990-1991)	
	Council resolutions 1980-1982, 1984-1989 sessions; CMO, chap. II			374 100 (1992-1993)	
WHO	World Health Assembly and Executive Board resolutions	470 000	300 000		350 000
UNIDO			300 000 (single project)		

Chapter II. PREVENTION AND REDUCTION OF THE ILLICIT DEMAND FOR DRUGS

United Nations entity	Mandates	Current resources		Additional resources required	
		Regular budget (1990-1991)	Extrabudgetary (1988-1989)	Regular budget (1990-1991 biennium onwards)	Extrabudgetary (1990-1991 biennium onwards)
DND	1988 Convention	958 600	1 500 000	511 700 (1990-1991)	700 000 (1990-1991)
	Resolutions: Assembly fortieth and forty-third sessions; Council, 1985 and 1987-1989 sessions; CMO, chap. I			844 000 (1992-1993)	1 400 000 (1992-1993)
ILO	Assembly, Council and ILO resolutions; CMO, chap. I	150 000	380 728 647 300 (1990-1991)	200 000	2 500 000
UNESCO	CMO, chap. I	267 600	1 000 000	1 055 200	2 731 400
WHO	World Health Assembly and Executive Board resolutions	900 000	910 000	4 650 000	

/...

United Nations entity	Mandates	Current resources		Additional resources required	
		Regular budget (1990-1991)	Extrabudgetary (1988-1989)	Regular budget (1990-1991 biennium onwards)	Extrabudgetary
DND	1988 Convention	265 300	35 000	45 200 (1990-1991)	100 000 (1990-1991)
	Assembly resolution forty-third session; CMO, chap. IV			74 500 (1992-1993)	200 000 (1992-1993)
UNICRI	CMO, chap. IV				180 000
ILO	International Labour Conference and Governing Body resolutions	560 000	907 000 1 867 000 (1990-1991)	400 000	4 000 000
WHO	World Health Assembly and Executive Board resolutions	700 000	710 000	3 000 000	

/...

Chapter IV. ELIMINATION OF THE SUPPLY OF DRUGS FROM ILLICIT SOURCES

United Nations entity	Mandates	Current resources		Additional resources required	
		Regular budget (1990-1991)	Extrabudgetary (1988-1989)	Regular budget (1990-1991 biennium onwards)	Extrabudgetary
DND	1961, 1971 and 1988 Conventions	280 300	129 000	90 300 (1990-1991)	500 000 (1990-1991)
	Resolutions, Assembly, fortieth and forty-third sessions; Council, 1988 sessions; CMO, chap. II			149 000 (1992-1993)	2 000 000 (1992-1993)
FAO	CMO, chap. II			100 000 (1990-1991)	
WHO	CMO, chap. II			60 000 (1990-1991)	
UNIDO	Governing Body				80 000

/...

United Nations entity	Mandates	Current resources: Regular budget (1990-1991)	Current resources: Extrabudgetary (1988-1989)	Additional resources required: Regular budget (1990-1991 biennium onwards)	Additional resources required: Extrabudgetary (1990-1991 biennium onwards)
DND	1961 and 1988 Conventions	1 384 600	1 681 000	511 700 (1990-1991)	900 000 (1990-1991)
	Resolutions: Assembly, fortieth and forty-third sessions; Council, 1985 and 1988 sessions; CMO, chap. II			844 000 (1992-1993)	1 400 000 (1992-1993)
INCB	1961, 1971 and 1988 Conventions	661 400	70 000	138 600 (1990-1991)	
	Council resolution, 1985 session; CMO, chap. II			219 700 (1992-1993)	
UNICRI			260 000		
WTO	WTO General Assembly				40 500 (1990-1991)
					78 000 (1992-1993)

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CO-ORDINATION QUESTIONS

United Nations System-Wide Action Plan on Drug Abuse Control

Report of the Secretary-General

Corrigendum

Paragraphs 56, 84, 110, 137 and 163, first sentence

For the existing text substitute

The following activities are projected by the Division when resources become available:

90-12742 1413c (E)